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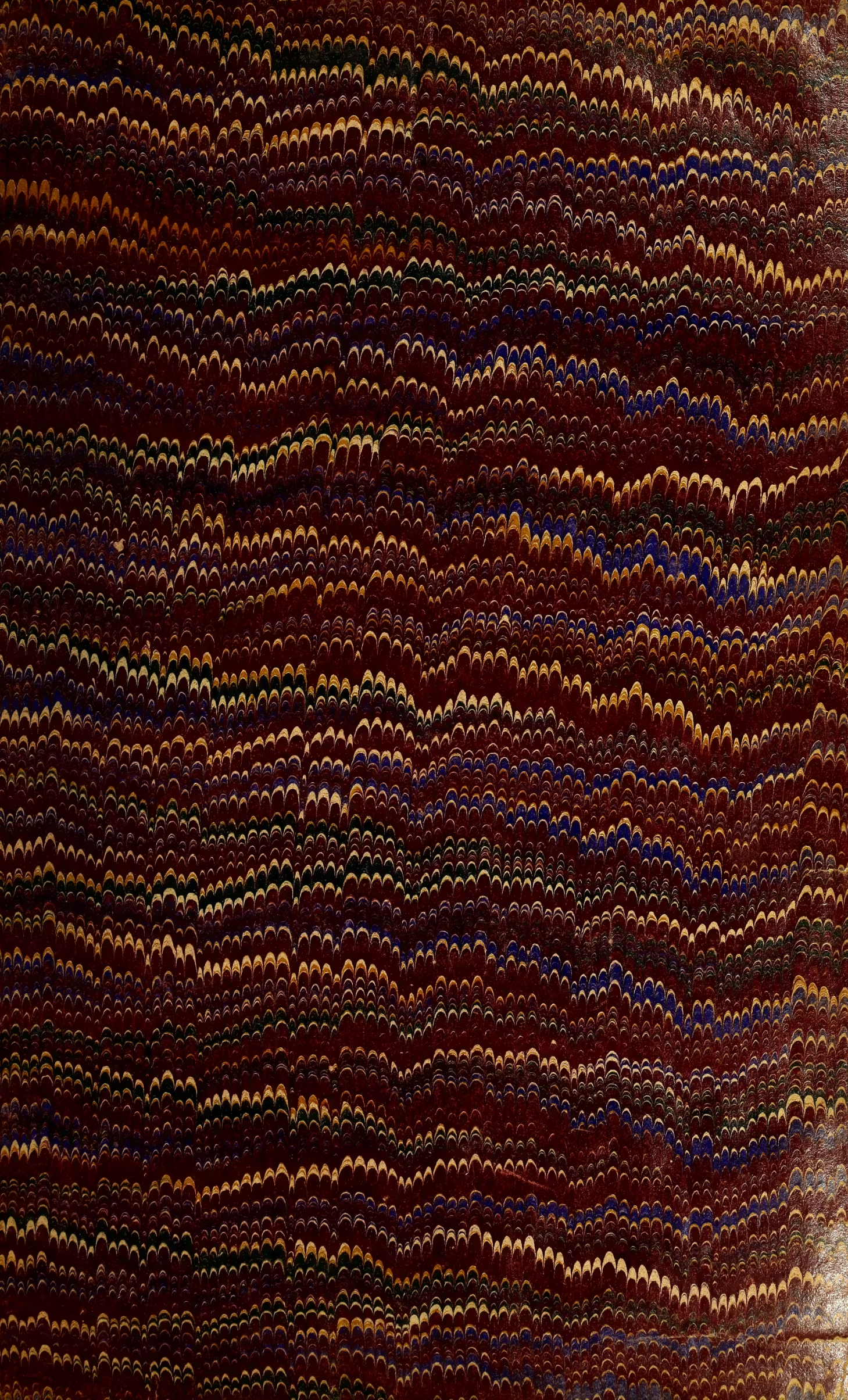
BY

Lady Shirley Murphy

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ROYAL COMMISSION ON THE POOR LAWS
AND RELIEF OF DISTRESS.

APPENDIX VOLUME IV.

MINUTES OF EVIDENCE.

APPENDIX.





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ROYAL COMMISSION ON THE POOR LAWS AND RELIEF OF DISTRESS.

APPENDIX VOLUME IV.

MINUTES OF EVIDENCE

(72ND TO 89TH DAYS)

WITH

APPENDIX.

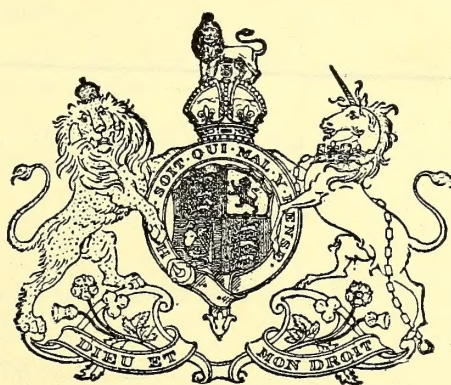
[This Volume contains the Oral and Written Evidence of the
British Medical Association and of Witnesses from the
following Provincial Urban Centres:—

Liverpool and Manchester District;

West Yorkshire;

Midland Towns.]

Presented to both Houses of Parliament by Command of His Majesty.



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ROYAL COMMISSION ON THE POOR LAWS
AND RELIEF OF DISTRESS.

10159

APPENDIX VOLUME IV

MINUTES OF EVIDENCE

(PART II - 1847)

WITH

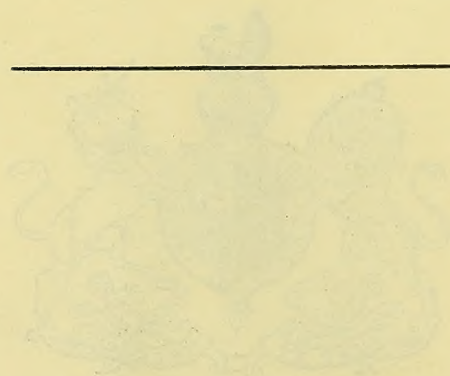
APPENDIX

This Volume contains the Oral and Written Evidence of the
British Medical Association and of Witnesses from the
following Provincial Urban Counties:

A List of the Appendix Volumes to the Reports of the Com-
mission will be found at the end of this Volume.

Midland Counties

MINUTES OF EVIDENCE OF THE COMMISSIONERS OF THE POOR LAWS



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or to both such fine and imprisonment, at the discretion of
the court.

ROYAL COMMISSION ON THE POOR LAWS AND RELIEF OF DISTRESS.

ALPHABETICAL LIST OF ORAL WITNESSES.

NAME OF WITNESS.	OFFICIAL OR OTHER QUALIFICATIONS.	NO. OF DAY OF EVIDENCE.	NO. OF QUESTIONS.	PAGE.
ABBOTT, MR. G. - -	Secretary of the Sheffield and Hallamshire District Branch of the Ancient Order of Foresters Friendly Society.	82	42260-42507	288
ALLAN, DR. J. - - -	Medical Superintendent of the Union Infirmary at Leeds.	80	41231-41346	241
ANDERSON, DR. F., M.D. -	Representative of the British Medical Association.	77	39013-39539	148
ASTBURY, REV. CANON G. -	Guardian of King's Norton Union ; Ex-Chairman.	84	43420-43564	333
AYLES, MR. W. H. - -	Member of the Board of Guardians of the Aston Union.	86	45784-45918	431
BAINES, MISS M. - - -	Member of the Leeds Board of Guardians.	78	39540-39774	172
BALL, HENRY - - - -	Superintendent Relieving Officer, Liverpool.	72	35451-35691	1
BARLOW, W. N., M.R.C.S. -	Medical Officer of Health for the County Borough of Bootle.	76	38627-38755	131
BEATTY, DR. J. - - -	Medical Officer of Health and Superintendent of the Borough Hospital for Infectious Diseases at Northampton.	89	47744-47918	501
BECKE, MR. C. C. - - -	Connected with the Royal Victoria Dispensary and the Artisans and Labourers Friendly Society at Northampton.	89	48224-48347	518
BLACKSHAW, REV. W. - -	Connected with the Croft House Settlement in Sheffield.	80	41347-41486	245
BLOSSOM, MR. J. - - -	Member of the Ecclesall Bierlow Board of Guardians.	83	42779-43125	307
BOOKER, A. E. - - - -	Clerk to the Guardians of the Sheffield Union.	80	40853-41103	224
BROWNE, DR. H. L., M.D.	Representative of the British Medical Association.	77	39013-39539	148
BURNET, DR. R. - - -	Medical Officer of the Parish of Birmingham.	85	44420-44616	379
BURY, REV. CANON - - -	Rector of Harleston ; Guardian and Chairman of Brixworth Board of Guardians in Northamptonshire.	89	48031-48223	511
BYGOTT, DR. A. H. - - -	District Medical Officer of the Deritend and Bordesley Districts of the Aston Union.	85	43996-44419	361
CAMERON, DR. J. S. - - -	Medical Officer of Leeds - - -	81	41487-41760	251
CARRYER, MISS E. - - -	Member of the Leicester Board of Guardians.	87	46514-46705	458

ALPHABETICAL LIST OF ORAL WITNESSES—*continued.*

NAME OF WITNESS.	OFFICIAL OR OTHER QUALIFICATIONS.	NO. OF DAY OF EVIDENCE.	NO. OF QUESTIONS.	PAGE.
CHADWICK, REV. W. E. -	Vicar of St. Giles, Northampton -	88	47014-47189	475
CLEAVER, H. P. - -	Clerk to the Guardians of the West Derby Union.	72	35886-36181	16
COLLIER, REV. S. F. -	Superintendent of the Manchester and Salford Mission.	75	37432-37603	81
COOKE, MR. C. C. - -	Poor Law Guardian of the Aston Union.	86	44975-45292	404
COOPER, H. I. - - -	Clerk to the Guardians of the Bolton Union; Secretary to the Distress Committee for the County Borough of Bolton and Divisional Chairman of the County Borough of Bolton Guild of Help.	73	36692-36926	48
CROSFIELD, H. G. - -	Vice-Chairman, Toxteth Guardians -	72	36182-36261	27
DANIELS, F. W. - - -	General Secretary of the Ideal Benefit Society of Birmingham.	85	44749-44919	395
DEARDEN, A. - - - -	Superintendent of Out-relief and Collector to the Guardians of the Ecclesall Bierlow Union.	80	41104-41230	236
DODD, DR. J. - - - -	Consulting Physician to the Poor Law Infirmary at Leicester.	88	47190-47418	481
DONALDSON, REV. F. L. -	Vicar of St. Mark's, Leicester - -	87	46219-46513	449
EDWARDS, JAMES, M.R.C.S. -	Surgeon to the Liverpool Police Force, etc.	75	38322-38379	112
FAWKES, MR. W. - - -	Clerk to the Guardians of the Northampton Union.	84	43888-43995	355
FORD, J. H. - - - -	Clerk to the Leeds Guardians - -	78	39775-39978	179
FOTHERGILL, MR. S. - -	Superintendent of Relief for the Parish of Birmingham.	84	43825-43887	351
GREENWOOD, DR. A. - -	Medical Officer of Health, Medical Superintendent to the Fever and Small-pox Hospitals for Blackburn, etc., etc.	75	37604-37926	87
GR. SEWOOD, W. - - - -	Secretary of the Liverpool Central Relief and Charity Organisation Society.	74	37105-37374	63
HAWKYARD, DR. A. - - -	Member of the Hunslet Board of Guardians; Justice of the Peace for the City of Leeds.	83	42508-42778	297
HAYWARD, MISS I. - - -	Relief Visitor of the King's Norton Union.	86	45919-45997	440
HEWLINGS, DR. W. F. McALLISTER.	District Medical Officer of Health and Surgeon to the Provident Dispensary at Leicester.	89	47500-47743	493
HUDSON, MR. S. - - - -	Official Valuer of the Ancient Order of Foresters and Town Councillor of Leicester.	88	47419-47499	489

ALPHABETICAL LIST OF ORAL WITNESSES—*continued*.

NAME OF WITNESS.	OFFICIAL OR OTHER QUALIFICATIONS.	NO. OF DAY OF EVIDENCE.	NO. OF QUESTIONS.	PAGE.
ISLIP, F. W. - - -	Member of the Leicester Board of Guardians.	87	46914-47013	471
KEMP, A. - - -	Member and Ex-Chairman of the Board of Guardians of Leicester.	87	46706-46913	465
LEA, DR. A. W. W. - -	Member of the Committee of the Corporation of Manchester for administering the Midwives Act of 1902.	73	36927-37104	56
MACDONALD, DR. J. A. -	Representative of the British Medical Association.	77	39013-39539	148
MCDUGALL, A. - - -	Alderman of the City of Manchester; Guardian of the Township of Manchester.	73	36512-36691	40
MANTON, H. J. - - -	Justice of the Peace for the City of Birmingham, etc., etc.	84	43626-43824	342
NEWILL, MISS H. - - -	Guardian, King's Norton Union; President of the Workhouse Magdalen Charity.	85	44920-44974	402
NIVEN, JAMES - - -	Medical Officer of Health for Manchester.	76	38380-38626	115
NORTH, B. - - -	Guardian, Huddersfield Union; Labour Member on the Distress Committee.	81	41761-41883	266
PERCIVAL, DR. G. H. -	District Medical Officer of Health for Northampton and Surgeon to the Northampton General Hospital.	89	47919-48030	507
RAW, MR. N., M.D., F.R.S. Edin.	Visiting Medical Superintendent of the Mill Road Infirmary, Liverpool, etc.	75	37927-38321	98
RHODES, J. M., M.D. -	Chairman of the Central Poor Law Conference Committee.	76	38897-39012	142
RIGBY, EDWIN A. - - -	Clerk to the Guardians of the Huddersfield Union.	79	40717-40852	217
ROGERS, SIR H. - - -	Ex-Lord Mayor of Birmingham; Chairman of the City Aid Society.	86	45293-45461	413
SCURFIELD, DR. H. - - -	Medical Officer of Health for Sheffield	81	41884-42046	273
SIDDON, MISS E. F. - -	Guardian of the Huddersfield Union	79	40471-40716	210
SKIVINGTON, W. E. - - -	Guardian of the Chorlton Union	73	36262-36511	31
SMITH, DR. R. W. INNES -	Surgeon for Messrs. Vickers, Maxim, Ltd. (private account), Doctor for several Clubs in Sheffield.	83	43126-43245	321
SMITH, W. - - -	Representative of Friendly Societies on the Liverpool Distress Committee.	74	37375-37431	77
THORBURN, MISS J. S. -	Member of the Select Vestry of Liverpool.	72	35692-35885	8
TURNER, J. R. - - -	Chairman of the Birmingham Board of Guardians.	84	43565-43625	339

ALPHABETICAL LIST OF ORAL WITNESSES—*continued.*

NAME OF WITNESS.	OFFICIAL OR OTHER QUALIFICATIONS.	NO. OF DAY OF EVIDENCE.	NO. OF QUESTIONS.	PAGE.
VERITY, REV. W. H.	Member of the Committee of the Discharged Prisoners' Aid Committee at H.M. Prison at Wakefield; Hon. Secretary of the Huddersfield Police Court Mission and of the Huddersfield Labour Home.	82	42048-42259	281
WAITE, MR. R.	Guardian of the King's Norton Union	84	43246-43419	325
WAYNE, A.	Superintendent of the Aston Union Cottage Homes.	87	45998-46218	443
WHEATLEY, W.	Councillor for the County Borough of Huddersfield; Guardian of the Poor for the Union of Huddersfield.	79	40309-40470	203
WHITAKER, MR. J. S., M.R.C.S., L.R.C.P.	Representative of the British Medical Association.	77	39013-39539	148
WHITWAM, ELI	Member of the Huddersfield Board of Guardians.	79	40471-40716	210
WILLIAMS, T. O.	Chairman of the Aston Board of Guardians.	86	45462-45783	418
WILSON, MR. H. B.	Medical Superintendent of the Birmingham Medical Mission.	85	44617-44748	386
WILSON, J. W.	Member of the Sheffield Board of Guardians.	79	40081-40308	192
WRIGHT, F.	Relieving Officer of the Leeds Union	78	39979-40080	189
YOUNG, M., M.D.	Medical Officer of Health for County Borough of Stockport and Medical Superintendent of the Stockport Corporation Hospitals.	76	38756-38896	136

ROYAL COMMISSION ON THE POOR LAWS AND RELIEF OF DISTRESS.

ALPHABETICAL LIST OF NON-ORAL WITNESSES.

NAME OF WITNESS.	OFFICIAL OR OTHER QUALIFICATIONS.	NO. OF APPENDIX.	PAGE.
ADDY, MELLOR, P.P.G.M.	Prov. C.S., Independent Order of Oddfellows, Manchester Unity, Huddersfield District.	LII	673
AFFLECK, J. J. - - -	Member of Board of Guardians and of Distress Committee, etc., of Birmingham.	CIX	737
AFFORD, T. A. - - -	Relieving Officer, Northampton.	CX	737
ALEXANDER, DR. J. W. -	Medical Officer for Armley District, Bramley Union; and Medical Officer (Non-resident) of Union Hospital.	LIII	673
ATKINSON, TOM - - -	Ex-Guardian, Leeds.	LIV	673
BAKER, REV. J. W. - -	Chairman of Board of Guardians of West Derby Union, Liverpool.	XXVII	641
BALE, DR. WM. B. - - -	Medical Officer, Stockport Union (No. 1 District), Stockport Workhouse, Stockport Union Hospital, Stockport Union Cottage Homes; and Public Vaccinator of No. 1 District Stockport Union.	XXVIII	642
BANNISTER, A. - - -	Member of the Holbeck Board of Guardians, Leeds.	LV	674
BASS, REV. T. J. - - -	Vicar of St. Laurence, Birmingham.	CXI	739
BASTARD, G. - - -	Relieving Officer, Leicester.	CXII	740
BEST, R. H. - - -	Member of Birmingham Distress Committee; Chairman of the West Division of the City of Birmingham Aid Society, President of the Nelson Street Sunday Morning Adult School; Chairman of a manufacturing company, Chairman of the "Masters' Trade Association and Conciliation Board."	CXIII	741
BESTON, J. T. - - -	Member of the Birmingham Board of Guardians.	CXIV	742
BIRCH, J. - - -	Member of West Derby Board of Guardians.	XXX	643
BLOOMFIELD, D. S. - -	Clerk to the Guardians of the Chorlton Union.	XXXI	643
BRADLEY, I. - - -	Coroner for Birmingham.	CXV	744
BRAY, W. - - -	Governor, Liverpool Parish Workhouse.	XXXII	645
BRIERLEY, J. B., M.D. -	Medical Officer for the Old Trafford District, Barton-on-Irwell Union.	XXXIII	646

ALPHABETICAL LIST OF NON-ORAL WITNESSES—*continued.*

NAME OF WITNESS.	OFFICIAL OR OTHER QUALIFICATIONS.	NO. OF APPENDIX.	PAGE.
BROADBENT, ALDERMAN -	Chairman of Huddersfield Health Committee, etc., etc.	LVI	675
BRYAN, C. F., M.R.C.S. Eng., L.S.A. Lond.	Medical Officer to the Leicester Union Workhouse; certifying Surgeon under the Factory Acts since 1889; Member of the Town Council since November, 1899; President of the Leicester Medical Society, 1892-94.	CXVI	745
BUCHAN, DR. J. J. -	Medical Officer of Health for St. Helens.	XXXIV	646
BUCKLAND, F. - -	Inspector under the National Society for the Prevention of Cruelty to Children, Leeds Branch.	LVII	676
BULMER, J. W. - -	Member of the Board of Guardians, Hunslet Union.	LVIII	677
CALVERLEY, MRS. - -	Member of Board of Guardians, Brixworth, Northampton.	CXVII	746
CARTER, DR. W. - -	Hon. Physician to the Liverpool Royal Southern Hospital.	XXXV	649
CLARK, H. - -	Secretary of Co-operative Society and Ex-Guardian, Leicester.	CXVIII	747
CLARKE, W. J. - -	Missionary in Charge Domestic Mission, Hurst St. Birmingham; Hon. Secretary of Police-Aided Association for Clothing Destitute Children, etc.	CXIX	747
CLEAVER, ALDERMAN R. -	Justice of the Peace; Ex-Chairman of the Board of Guardians, Northampton.	CXX	748
COLE, REV. W. J. - -	Vicar of the Parish of St. Mary's, Sheffield.	LIX	677
COLEMAN, WALTER - -	Master of the Leeds Union Workhouse.	LX	679
COLLINS, H. J., F.S.S., F.C.I.S.	House Governor and Secretary of the General Hospital Birmingham; Formerly Secretary and House Steward of the Norfolk and Norwich Hospital, Norwich; Secretary of the Hospitals Association, London; Assistant Secretary and Accountant of London Lock Hospital and Asylum, etc.	CXXI	749
COOK, ARTHUR - -	Chairman Board of Guardians, Bramley Union, Leeds.	LXI	680
COOPER, S. - -	Relieving Officer of the Bramley Union, Leeds.	LXII	680
CROPLEY, H., F.R.C.S. Eng., D.P.H. Lond.	Medical Officer of Northampton Workhouse.	CXXII	750
CROSFIELD, W. - -	Justice of the Peace; Vice-Chairman; Liverpool Board of Guardians.	XXXVI	650

ALPHABETICAL LIST OF NON-ORAL WITNESSES—*continued*.

NAME OF WITNESS.	OFFICIAL OR OTHER QUALIFICATIONS.	NO. OF APPENDIX.	PAGE.
CROWTHER, G. M. - -	Clerk to the Guardians of the Bradford Union.	LXIII	681
CURTIS, R. J.* - - -	Solicitor, Clerk (since 1903) to the Guardians of the King's Norton Union; previously Clerk to Norwich Incorporation; and formerly Assistant Clerk, King's Norton Union.	CXXIII	751
DAVIS, C. T. - - -	Superintendent King's Norton Cottage Homes.	CXXIV	754
DEWSNUP, J. - - -	Superintendent Relieving Officer, Manchester.	XXXVII	652
DICKINS, J. T. - - -	Member of Board of Guardians and of Distress Committee, Northampton.	CXXV	755
DYSON, REV. W. H. - -	Vice-President of the Huddersfield Charity Organisation Society.	LXIV	684
EASTWOOD, F. - - -	Justice of Peace; President Huddersfield Infirmary.	LXV	686
EDDOWES, MRS. - - -	Member of Ashton Union Board of Guardians.	CXXVI	756
ELLAM, H. - - -	Relieving Officer of the Huddersfield Union.	LXVI	686
FAWCETT, J. W. - - -	Secretary of the Leeds Industrial Co-operative Society, Limited.	LXVII	687
FISHER, H. - - -	Relieving Officer of the King's Norton Union, since May, 1889.	CXXVII	756
FITTON, LEVI - - -	Relieving Officer, Leeds - - -	LXVIII	688
FLETCHER, C. - - -	Clerk to the Guardians, Birmingham	CXXVIII	757
FORBES, DR. A. - - -	District Medical Officer Ecclesall Bierlow Union; Member of the Sheffield City Council.	LXIX	689
FORREST, E. W. - - -	Secretary of the Birmingham General Dispensary.	CXXIX	759
FRANKLIN, G. - - -	Chairman of the Boards of Overseers of Sheffield and Ecclesall.	LXX	689
FULLAGER, MISS F. E. -	Ex-Member Leicester Board of Guardians.	CXXX	760
GALE, DR. A. K. - - -	District Medical Officer Ecclesall Bierlow Union.	LXXI	690
GATELEY, S. - - -	Justice of Peace, Solicitor, Member and Ex-Chairman of Birmingham Board of Guardians.	CXXXI	762
GAUNT, ALFRED - - -	Clerk to the Guardians, Bramley Union.	LXXII	691
GIBBONS, W. E., M.D. -	Hon. Secretary Leicester Division of the British Medical Association.	CXXXII	763

* Mr. Curtis gave oral evidence on behalf of the National Poor Law Officers' Association for England and Wales. For his evidence see Qs. 28796-29094.

ALPHABETICAL LIST OF NON-ORAL WITNESSES—*continued.*

NAME OF WITNESS.	OFFICIAL OR OTHER QUALIFICATIONS.	No. OF APPENDIX.	PAGE.
GOULD, J. E., M.D. Lond., D.P.H. Cantab.	Medical Officer of Health and Medical Examiner to the Education Committee, Bolton.	XXXVIII	654
GRUNDY, T. - - -	Member of Distress Committee; Police Court Missionary; and Manager of Labour Home and Workshop for Unemployed, Huddersfield.	LXXIII	692
HADFIELD, G. - - -	Master Crosland Moor Workhouse, Huddersfield.	LXXIV	693
HAGGER, H. J. - - -	Clerk to the Select Vestry of Liverpool.	XXXIX	655
HARGROVE, REV. CHAS., M.A.	Late Hon. Secretary Leeds Charity Organisation Society.	LXXV	693
HARPER, REV. A. M., M.A. -	Vicar of St. Matthew's, Leicester -	CXXXIII	766
HEAP, REV. W. H. - - -	Wesleyan Minister, Huddersfield -	LXXVI	694
HENRIQUES, D. Q. - - -	Vice-President Board of Guardians for the Relief of the Jewish Poor of Manchester; Member of the Distress Committee of the City of Manchester.	XLI	656
HERTZ, MISS O. - - -	Member of Chorlton Board of Guardians.	XLII	659
HEWING, J. - - -	Huddersfield, Member of the Friendly Societies Federation and of the Executive Committee Trades Council; Vice-Chairman Conciliation Board; Member of Board of Guardians and of Distress Committee, etc.	LXXVII	695
HILL, G. - - -	Superintendent of Out-relief of the Sheffield Union.	LXXVIII	696
HILL, S. - - -	Justice of the Peace, late Chairman of the Salford Board of Guardians.	XL	656
HINCKS, W. E. - - -	Secretary Charity Organisation Society; Member of Town Council and of Distress Committees, etc., Leicester.	CXXXIV	766
HOLLAND, D. G. - - -	Member of Board of Guardians and of Distress Committee, Leicester.	CXXXV	768
HOLMES, DR. F. - - -	District Medical Officer, Leeds Union.	LXXIX	699
HOWITT, J. W. - - -	Superintendent Relieving Officer for fifteen years at Aston; District Relieving Officer for twelve years at Leeds; and Assistant in the Union Clerks' Office there for thirteen years.	CXXXVI	769
HUDSON, MRS. R. - - -	Leeds Lady Hospital Fund, Leeds Maternity Fund.	LXXX	699

ALPHABETICAL LIST OF NON-ORAL WITNESSES—*continued.*

NAME OF WITNESS.	OFFICIAL OR OTHER QUALIFICATIONS.	NO. OF APPENDIX.	PAGE.
JOHNSON, S. E., L.S.A. Lond., L.M. and L.R.C.S. Edin.	Medical Officer and Public Vaccinator of the Southern District of the Kings' Norton Union; twenty years Alderman of the City of Birmingham; Justice of the Peace of the County of Worcester.	CXXXVII	771
JOHNSTON, DR. L. A. W. -	District Medical Officer, Parish of Birmingham.	CXXXVIII	771
KAUFFMANN, DR. O. J. -	Hon. Physician to the Queen's Hospital; Visiting Physician to the Workhouse Infirmary; Consulting Physician to the Birmingham General Dispensary.	CXXXIX	773
KAYE, J. H. - - -	Justice of the Peace; Member of the Committee of the Police Court Mission and Labour Home, Huddersfield.	LXXXI	701
KELLY, T. F. - - -	Formerly a Member of the Manchester Education Committee on behalf of Roman Catholic Charities of Manchester and Salford.	XLIII	661
KINDER, COUNCILLOR -	Justice of the Peace; Chairman of the Leeds Education Committee.	LXXXII	703
LAMBERT, F. - - -	Late Master of the Workhouse, Leicester.	CXL	774
LLOYD, G. - - -	Master of the Aston Union Workhouse, Birmingham.	CXLI	774
LOMAX, T. - - -	Agent and Secretary of the District Provident and Charity Organisation Society of Manchester and Salford.	XLIV	662
Longbottom, Dr. W. -	District Medical Officer, Sheffield -	LXXXIII	704
LORD, D. - - -	Solicitor; Member of Board of Guardians, Bramley Union.	LXXXIV	705
LUPTON, CHARLES - -	Hon. Treasurer of the General Infirmary, Leeds.	LXXXV	706
MACDONALD, J. - - -	Clerk to the Guardians, Township of Manchester.	XLV	663
MACGREGOR, DR. PETER -	Hon. Surgeon, Huddersfield Infirmary, etc.	LXXXVI	710
MACKENZIE, DR. F. I. -	District Medical Officer, Huddersfield Union.	LXXXVII	711
MANSFIELD, H. - - -	Clerk to the Leicester Board of Guardians.	CXLII	777
MCCARTHY, D. - - -	Guardian of the Leicester Union -	CXLIII	778
MEE, F. W. - - -	Clerk to the Guardians, Hunslet Union.	LXXXVIII	712
MILLARD, C. K. - - -	Medical Officer of Health, Leicester -	CXLIV	779
MOORE, DR. S. G. H -	Medical Officer of Health, County Borough of Huddersfield.	LXXXIX	718

ALPHABETICAL LIST OF NON-ORAL WITNESSES—*continued.*

NAME OF WITNESS.	OFFICIAL OR OTHER QUALIFICATIONS.	NO. OF APPENDIX.	PAGE.
MORTON, JOHN - -	Vice-President of the Huddersfield Charity Organisation Society.	LXIV	684
NORTH, J. - - -	Clerk to the Guardians of the Aston Union since June, 1891, etc., etc.	CXLV	779
O'NEILL, J. W. - -	General Relieving Officer, Hunslet Union.	XC	719
OSBORN, F. M. - -	Hon. Secretary of the Sheffield Boys' Working Home.	XCI	720
PAGE, W. - - -	Late Superintendent of Test Labour, Leeds.	XCII	720
PHIPPS, A. E. - - -	Clerk and Solicitor to the Trustees of St. John's Hospital for upwards of fifteen years, the Trustees of the Northampton Municipal General Charities for upwards of nine years, and the Trustees of the Northampton Freeman's Annuities for about two years.	CXLVI	780
PINCHARD, REV. A. - -	Vicar of St. Jude's, Birmingham	CXLVII	781
PORRITT, DR. NORMAN -	Consulting Surgeon to the Huddersfield Infirmary.	XCIII	721
PORTER, DR. W. - -	Physician to the Royal Infirmary, Sheffield.	XCIV	723
PRENTIS, J. T. - - -	Secretary of the Huddersfield Industrial Society, Ltd.	XCV	723
REYNOLDS, DR. E. S., F.R.C.P.	Physician to the Manchester Royal Infirmary, and Visiting Medical Officer to the Manchester Workhouse Infirmary.	XLVI	664
RUSSELL, DR. J. - -	Assistant Physician (Physician to Out-patients) Birmingham General Hospital.	CXLVIII	782
SCOTT, C. J. - - -	Member of Board of Guardians, Northampton.	CXLIX	783
SENIOR, H. - - -	Master of the Hunslet Union Workhouse.	XCVI	723
SEVESTRE, R., M.A., M.D., Cantab, etc.	Assistant Physician, Leicester Infirmary; Medical Practitioner in Leicester; one of the Hon. Medical Advisers, Leicester Charity Organisation Society.	CL	785
SHEFFIELD, LORD BISHOP OF		XCVII	724
SHERRIFF, A. - - -	Member of Leicester Board of Guardians.	CLI	787
SHORT, DR. T. S. - -	Visiting Physician Poor Law Infirmary, etc., Birmingham.	CLII	787
SIMPSON, H. - - -	Member of Board of Guardians, Aston Union, and Secretary, Gas Workers' and General Labourers' Society.	CLIII	788

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SINCLAIR, W. - - -	President of the Sheffield Federated Health Association.	XCVIII	725
SMITH, T. - - -	Member of Board of Guardians for the Parish of Birmingham.	CLIV	789
SMITH, THOS. - - -	Barrister-at-Law ; Clerk to the Ecclesall Board of Guardians ; Ex-Member of the Executive Committee of the Council of the Association of Poor Law Unions ; Member of the Parliamentary and General Purposes Committee of the National Poor Law Officers' Association, and Secretary of the Yorkshire Poor Law Conference.	XCIX	726
SPARK, FRED R. - - -	Justice of the Peace, Leeds - - -	C	727
STANISTREET, MISS M. -	Member and Treasurer of Brownlow Hill Brabazon Committee, and Member of Schools Committee.	XLVII	665
STONE, S. F. M. - - -	Clerk to the Trustees of the General Charities of the Borough of Leicester and Trinity Hospital.	CLV	789
STOPFORD, REV. J. B., M.A. -	Vicar of Leesfield, Oldham - - -	XLVIII	665
SYKES, A. - - - -	Hon. Secretary and Treasurer to various charitable organisations in Leeds.	CI	729
TARRANT, W. - - - -	Master, Ecclesall Bierlow Union Workhouse.	CII	730
THOMPSON, C. W. - - -	Relieving Officer, Holbeck Union -	CIII	731
THOMPSON, T. C. - - -	Justice of the Peace ; Member of the Northampton Board of Guardians and Rural District Council for sixteen years, and Chairman of the Rural District Council since 1895-96.	CLVI	790
TILLYARD, F. - - - -	Barrister ; Lecturer in Commercial Law at the University of Birmingham ; Organising Secretary, Charity Organisation Society, etc., Birmingham.	CLVII	791
TROUGHT, T. W., B.A. -	Member of the Birmingham City Council Distress Committee, and an Hon. Secretary of the City of Birmingham Aid Society ; Head Master, Camden Street Council School, Birmingham.	CLVIII	793
TROUT, DR. J. E. - - -	Guardian ; Chairman of Workhouse Management Committee ; Chairman of Central Outdoor Relief and Dispensary Committee, Birmingham.	CLIX	794
TURNER, DR. ALAN C. -	Secretary, British Medical Association, Sheffield, etc.	CIV	731
WHITESIDE, REV. DR.	Member of Catholic charitable organisations dealing with the poor in the City of Liverpool.	XLIX	669

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WILSON, D., M.D. - -	District Medical Officer, and Medical Officer of the Workhouse, Huddersfield Union.	CVI	734
WREN, T. B. - - -	Church Army, Leeds - - -	CVII	734
YOUNG, B. J. - - -	Justice of the Peace ; Member of the Sheffield Board of Guardians since 1882.	CVIII	735
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MINUTES OF EVIDENCE

TAKEN BEFORE

THE ROYAL COMMISSION

ON THE

POOR LAWS AND RELIEF OF DISTRESS.

SEVENTY-SECOND DAY.

Monday, 14th January, 1907.

AT THE FOREIGN OFFICE, DOWNING STREET, S.W.

PRESENT.

The Right Hon. Lord GEORGE HAMILTON, G.C.S.I., etc., etc., etc. (*Chairman*).

The Right Hon. CHARLES BOOTH, F.R.S.
Sir SAMUEL B. PROVIS, K.C.B.
Mr. F. H. BENTHAM.
Dr. A. H. DOWNES.
The Rev. T. GAGE GARDINER.
Mr. GEORGE LANSBURY.
Mr. C. S. LOCH.

Mr. T. HANCOCK NUNN.
The Rev. L. R. PHELEPS.
The Rev. H. RUSSELL WAKEFIELD.
Mrs. SIDNEY WEBB.
Miss OCTAVIA HILL.
Mr. FRANCIS CHANDLER.

Mr. R. H. A. G. DUFF (*Secretary*).
Mr. J. JEFFREY (*Assistant Secretary*).

Mr. HENRY BALL, called; and Examined.

35451. (*Chairman*.) You are superintendent relieving officer of the parish of Liverpool?—I am.

35452. After our personal examination of the Poor Law administration in Liverpool I do not think it will be necessary to detain you at great length. You have prepared a statement which we may treat as your evidence in chief?—Yes. (*The Witness handed in the following statement.*)

1. In the Parish of Liverpool at the present time there are 1,305 families, comprising 2,324 persons, in receipt of outdoor relief. These numbers are made up as follows: 221 aged men, 968 aged women, 256 widows with 875 children, and four men temporarily disabled.

2. The amount of relief granted is 1s. 6d. per week for each child, nothing being allowed for widows who are able-bodied; thus an able-bodied widow with three children would receive 4s. 6d. per week. This relief is given partly in money and partly in kind (about one-third being in kind), *i.e.*, bread, tea, sugar and meal, the

kind being issued from the parish stores. For the aged the relief ranges from 2s. 6d. to 4s. each per week.

3. The persons receiving relief may be classified as follows: Those who are past labour; women (with children) who are either widows or whose husbands are in prison or in hospital; and a few whose husbands have deserted.

4. There is no relief given in aid of wages.

5. The main cause of pauperism, I think, is want of regular employment. Out of the whole of the labouring population of this parish there is only a very small percentage in constant work, and the earnings of the casual labourer are so small and precarious that he is unable to pay a subscription to a club or tontine or make any provision for emergencies, and has therefore no alternative at a time of stress but to seek Poor Law assistance.

6. There are a great many model lodging-houses, and they supply the majority of the inmates of the workhouse.

7. Drink is undoubtedly the cause of much pauperism.

Mr. H. Ball.
14 Jan. 1907.
Liverpool.

Causes of pauperism.
1. Unemployment.

2. Model lodging houses.
3. Drink.

Mr. H. Ball. 8. From time to time a considerable number of middle-aged men have applied for assistance, who have stated that they have been unable to get work, employers giving the preference to younger men as being less likely to make any claims for compensation under the Act. These men have been mostly able-bodied, and, in my opinion, capable of doing a fair day's work.

14 Jan. 1907. *Liverpool.* 4. Compensation Act. Effect of the port on pauperism.

9. The fact of Liverpool being a port adds very little to the numbers who apply for assistance.

35453. (*Chairman.*) You have no scale of outdoor relief, have you?—We have no scale.

35454. What is the practice as regards the amount generally given?—As a rule an able-bodied widow with two or more children, if they are healthy, is granted relief to the extent of 1s. 6d. per child.

35455. That is to say if there was an able-bodied widow with one child she would get 1s. 6d.?—There is no widow in receipt of outdoor relief with one child, provided they are both healthy.

35456. You would not give outdoor relief unless she had three children?—Two.

35457. What is the scale or practice with regard to adult persons to whom outdoor relief is given?—If they are healthy there is no relief granted under sixty years of age.

35458. But assuming they were infirm?—Then according to the surroundings they would get relief: if there was sickness they would be more liberally dealt with.

35459. You say in your statement that for the aged the relief ranges from 2s. 6d. to 4s.?—Yes.

35460. What is the supposition: is it that there are resources in addition to that 2s. 6d.?—That is the reason that there is only the 2s. 6d. given.

35461. It seemed to me the amount of the relief given was low, does not it rather result in more persons getting relief if the relief is low than if it is high and what may be called adequate?—When there was an Order by the Local Government Board, I think it was a few years ago, about the liberality in administering outdoor relief, the Liverpool Select Vestry adopted it to a great extent, and they increased each one of the aged poor as they came up 6d. a person to start with, and that was the cause of the people coming up from all round; it caused an increase of applications.

35462. The extra 6d. did?—Yes; since then some of the committee have given another 6d. again on that and in a few cases 4s. altogether has been given.

35463. What is about the lowest rent paid for one room?—One shilling. When I say a shilling, there are a few cases where they pay 9d., but then two of them will be together in that room; that is only 9d. as far as we are concerned, they only submit 9d. to the board. Two old people will be in a room and have two beds in it; two small beds.

35464. (*Mr. Booth.*) The total rent being 1s. 6d.; 9d. each?—Yes.

35465. (*Chairman.*) What would you give an aged couple?—From 5s. up to 7s., in a few instances 8s., but in only a few.

35466. Do you assume generally in giving outdoor relief that there are resources even if the fact is not proved by the relieving officer?—With very few exceptions there are some resources, and those we cannot get at, but we know by the surroundings that they are not living on what they state they are: there is that appearance of comfort which they could not have on their acknowledged income. Then again in Liverpool there are so many sources of getting assistance from the different places of worship which are very good to the poor, and these people know that and they will go to them; I have traced them myself to three different persuasions where they have been getting assistance.

35467. Is there any agreement or arrangement between the parish of Liverpool and the neighbouring unions as to the scale of relief?—None. The only agree-

ment there is is that we do not remove each other's poor Liverpool to one another's unions except in the case of lunatics. That is an agreement between the different boards.

35468. (*Sir Samuel Provis.*) The three boards?—Yes. If a case comes down from West Derby across the border into Liverpool, a case that has been getting relief, whatever they have been getting in West Derby the Select Vestry grants the same, and the same if they come from Toxteth, and the Toxteth people I know do it in return, whatever Liverpool is giving to the poor, if they cross the border to Toxteth they give them the same there.

35469. (*Chairman.*) Therefore, there must be something like equality in the scale?—I cannot say there is. The West Derby people, with very few exceptions, do not give a widow with children money, they give it all in kind, then when they come across they receive kind from us; but if they remain with us any length of time, we will say when they have been there six months, and come up for the second or third time for renewal, there is a little money granted in addition.

35470. Your board have practised classification to a certain extent, as regards the different inmates of the workhouse?—No, I do not think they have accommodation to do it. I often feel that it is a great pity that there is not better classification in the workhouse.

35471. I thought that you had branch workhouses?—We have, but those branch workhouses are not sufficient to carry out the classification.

35472. The main workhouse is so big that the classification you attempted is not sufficient?—You could not do it in Brownlow Hill.

35473. If a woman came up who is a bad character, a drunkard and misconducts herself otherwise, I assume relief to you would not give outdoor relief?—With children I women. suppose you mean?

35474. No, perhaps she is in bad health?—I have known many cases where they have had bad characters, and although they have had comfortable homes, if they have come up for sickness they have been put on for four weeks on trial to be watched by the officers and reported upon in four weeks' time, and frequently they have improved and the relief has been continued.

35475. They have been proved to be conducting themselves well?—Yes.

35476. But an able-bodied woman who was of a rather bad character, either single or as a widow, who came up for relief, I assume would be sent to the house?—Yes.

35477. That would be the practice?—Yes, with regard to able-bodied women.

35478. If that is the practice it becomes all the more important to classify the inmates of the workhouse so that respectable women who are obliged to go to the workhouse should not have to consort with those?—It is my duty to go into the house with the different committees, and I feel at times very keenly it is a great pity they cannot classify them more than they do, but I know again they have not the accommodation to do it. When I see respectable young women, who have had a mishap and been obliged to come in there, and the class of people they have to go amongst, it invariably undoes them altogether.

35479. Going into the causes of pauperism, you think that the reason why there is so much pauperism in the parish of Liverpool, is due to the casual employment, and the uncertainty of the wage?—Greatly.

35480. The casual employment, so far as the docks is concerned, does not merely apply to unskilled labour, but applies also to the tradesmen?—Yes, it does.

35481. In fact it applies to everybody except just the carters, and the few persons in permanent employ?—It is very little we have to do, except it is a case of sickness, with anybody except the unskilled.

35482. Have you ever given any evidence as to, or taken any part in any enquiry into the system of casual labour?—No.

Scale of relief for widows.

Scale and conditions of out-relief to aged.

Undeclared means assumed in giving out-relief.

Waiver of settlement between three Liverpool unions.

- Liverpool. 35483. Has the question ever been looked at from the Poor Law point of view; as far as I know the investigation is generally between employed and employer?—That is so. Things may be much better down there now, because they have adopted, or are adopting, a system which was advocated by the late Mr. William Rathbone a good many years ago. He fought hard to get it done then; that is, have telephone stations along the line of docks, because it has been known that there have been 200 or 300 men wanted at one particular dock, when they have all been on other stands, as they call them, away from the place, and they could not get enough men.
- Earnings of casual labourers. 35484. You state that the earnings of the casual labourer are so small and precarious that he is unable to pay a subscription?—That is so. The casual labourer will not average 15s. a week the year round.
- "Special list" dock labourers. 35485. I am coming to the strong able-bodied casual labourer?—These are strong that I refer to.
35486. If they are on the special lists of the dock companies they get high wages?—The special list men are not casuals.
35487. You do not call them casuals?—No, they are there, and whenever a boat comes up they know they will be put on. In many instances they will be working night and day while it lasts, and they will make big money.
35488. The process would be that these strong able-bodied men who are on the special lists or earlier lists of the companies, would get good employment as long as they are strong?—Yes, as long as they are healthy.
35489. As they get older or weaker they would go lower down in the scale and get less and less employment?—That is so, until they begin to find some grey hairs, and then that person is not wanted at all in the vast majority of cases.
35490. Your experience is that few of these save?—There is not much saving amongst them: I do come across cases, but it is very seldom.
- Predominance of casual labour in Liverpool. 35491. Therefore the great bulk of the employment in the parish of Liverpool is casual labour?—Yes.
35492. Half-day or day?—Half-day or day, or they might work a couple of days and then not get anything again for a fortnight.
- Docks cause Immigration of labourers from Ireland and elsewhere 35493. Do you know that many persons come from outside Liverpool to work in the docks?—A great number come there with a view of getting on.
35494. From all parts?—Yes, from the farms and from Ireland. It is a common thing for them to come in there from the boat and twenty-four hours afterwards be in the workhouse.
35495. That regularly goes on from year to year?—Yes, year in and year out.
35496. I suppose that by the time any of them come to the condition to want Poor Law assistance they have got a settlement?—In time, or an irremovability. I have had them come under my notice many and many a time: they have been informed at the place they came from that if they came over here there was plenty of work for them, and they come over here and cannot get back: in many instances they are ashamed to go back if they had the means given to them. That is so, especially in the neighbourhood of Dublin: people who have never been in Liverpool before come up there and say there is plenty of work.
- Effect of casual labour on thrift. 35497. Should you say that the system of this very short employment discourages thrift and makes people rather reckless about the future?—If they had an opportunity a great many of them would save, but I put it to you that a man with one, two, or three children and his average earnings, if he gets four days in a week he is doing well that week.
35498. I am thinking rather of the other men who are earning high wages. I suppose you do not know much about them. You do not know if they during their good times put by in the savings bank?—My experience of them is that they do not.
- 14 Jan. 1907. 35499. That is that they would provide sufficient to keep the house going while they are employed upon the special list?—Yes: the wife, if she is a steady woman, has a comfortable home and plenty of furniture and clothing, but as soon as there is a fall off, the husband sick or thrown out of employment for some other reason, away go the things.
35500. They have saved very little?—Not saved, there is more comfort about the house.
35501. Coming to your point that middle-aged men are no longer employed, should you say that the age of employment has rather diminished at the docks?—Yes.
- Effect of Workmen's Compensation Act on unemployment. 35502. Since when: since the Compensation Act?—Yes, since that Act: I could not say how long ago it is, but you gentlemen will remember the Act I refer to.
35503. We have had evidence but no figures to support that statement. I suppose you have no figures to support it?—I have not: I have not kept any diary. When I have been round with the Committee in the workhouse I have seen able-bodied men healthy, but with their hair gone grey or turning, and it has been said to them, "Why do not you go to work at a less scale," and their answer has been, "I would if they would allow me, but the Trades Unions will not allow me to work."
35504. I assume that these men in casual employment if they once come to Liverpool remain in the hope that things will get better?—They seldom go away.
- Immigration of labourers to Liverpool. 35505. I do not quite understand the last sentence in your statement: you say the fact of Liverpool being port on a port adds very little to the numbers who apply for pauperism assistance?—That is people coming in by the shipping: it is very little.
- Effect of the fact of Liverpool being port on a port adds very little to the numbers who apply for pauperism assistance. 35506. But that does not affect the employment which the shipping gives?—No: although it has the name of being such a tremendous lot of shipping it employs no more men. There is one of these great leviathans come in and they will discharge her with the same number of men as they would one of only a third of her size or less than that a few years ago: they do not employ more men.
35507. Because the main space of the ship is taken up by engines?—Because of the improved appliances for discharging and loading again. Where a man would be employed at it a week a few years ago it will all be done in forty-eight hours now.
35508. (Mr. Booth.) That applies to the discharging rather than the loading, I suppose?—To both.
35509. But the loading still has to be done mainly by the actual stevedores in the hold by hand?—Not by hand.
35510. I can quite understand that you can get the cargo out of a ship by mechanical appliances, but it must be difficult to stow a cargo except by hand?—The way they lower it into the hold is surprising, and the speed at which it is done, and how the men are accustomed to it. It is taken away from the bottom of the hold as soon as it alights there, the man has it on one side and is ready for the next. It is surprising how they get through the work.
35511. (Mr. Russell Wakefield.) What is the least that an individual can live upon in the Liverpool district generally?—They reckon down there that if they can get even 1s. a day they are doing well to live upon; they pay their lodging and live on that.
35512. Therefore it becomes more certain that you presume there must be other sources of income when you only give 2s. 6d. to an individual to exist upon for a week?—That is so. I have stated in my statement about it being given up to 4s. That is in cases where we could not see that there was the same amount of comfort as there has been in others which have only got the half-crown: that is in cases where we have been more uncertain what was coming in than in the other cases.
35513. I may take it in no case would you give up to what a person would require to live upon per week:

Mr. H. Ball. you do not give 6s. or 7s. under any circumstances ?—
 14 Jan: 1907. Only where there has been a serious case of illness have I known them to give any great amount.

Liverpool.
 Extent of
 providence
 in skilled as
 compared
 with
 unskilled
 workmen.

35514. I notice that you state that although a skilled workman is to some extent casual, that is that he does not get a full week's work week by week, nevertheless he hardly ever comes upon the Poor Law ?—I never get one (I am speaking of out-relief now) without it is a case of sickness, and then any savings they have had have gone.

35515. Then I may presume, may I not, that the skilled workmen do save ?—Either he or his wife; they have more comforts round them and they part with their things before they come to the parish. If that comes to my knowledge I always check it and see that they are attended to before the things do go away, because if they once lose them I am afraid they never get them back again.

35516. What I was rather wanting to get is this, whether there is on the part of the skilled workman a desire to provide for later on, in the sense in which there is not on the part of the unskilled labourer ?—I do not see anything of it in Liverpool further than providing a better home.

35517. Then that person comes upon the Poor Law permanently later on in life the same as the unskilled ?—Later on in life he does, unless he has a family and he has brought them up well.

Maintenance
 of parents by
 children.

35518. The family provides for him when the children are grown up ?—Yes, that is the practice amongst them.

35519. That practice does prevail still ?—Yes, to a very great extent.

35520. As much as ever ?—I think so.

Method of
 getting work
 at docks and
 extent of
 such work.

35521. With regard to this habit of only three or four days' work in a week at the utmost practically in many cases, what is done by the people with the other days when they are not at work ?—They will be down at the docks at some particular stand: that is where they congregate to be selected for work.

35522. I presume it would be fairly well known whether there was a probability of work on a particular day ?—These men know almost the hour a ship is expected in. If they are standing down at the Princes Dock (I am just giving that as an illustration) word will come down to them that such a ship will be in at perhaps the Bramley Moore, or some other dock further afield, at such and such a time. Then they go over there, and if a ship should come in there they will be too many down there for it, and a ship may be neglected at another place.

35523. Supposing a man had had his three or four days in the week and had got sufficient for him to provide for his family, and so on, would the temptation be not to get more of it ?—No, he would have six days and six nights if he could get it, but it is not there for him.

35524. He would not go down and say, I have had enough for this week, and I will clear off ?—With very few exceptions they go down, but they do not get it: there is not the work for them.

Decreased
 employment
 at docks per
 ton of
 shipping.

35525. (*Mr. Lansbury.*) On the question of discharging the steamers, what you rather wanted to point out was that more work was done in a less time and with less men than formerly ?—Yes. In these large ships there are three hatches, that is about the general run, and for their discharge there is the same number of men at each hatch now as there was at each hatch for the small ships, but the appliances are so improved that they get it out in a remarkably short time.

35526. It is very much more expensive to keep a steamship waiting there now ?—It would be that, but it is mainly to show the quickness they do it with, and to show to you gentlemen how it lessens the employment for the men.

35527. And in the loading too, taking it off the wagons on to the quay and from the quay on to the ship; that is all done by very improved machinery ?—That is all done away with to a great extent, because even the railway trucks will come alongside and take in or discharge right into the ship.

35528. And in or out of the warehouse ?—There is not so much warehousing done in Liverpool now, I am sorry to say. Decrease of
warehousing
in Liverpool.

35529. They could do it ?—They could, but they send it off by railway right from the dock.

35530. That lessens the amount of labour to be done in Liverpool ?—To a very great extent it has done.

35531. Is all you say about the port quite consistent with what you say in your last paragraph, that the fact of port on Liverpool being a port adds very little to the numbers who apply for assistance ?—I am referring there to people coming into the town by ships. Effect of a
with what you say in your last paragraph, that the fact of port on
Liverpool being a port adds very little to the numbers
who apply for assistance ?—I am referring there to people
coming into the town by ships.

35532. The evil of casual employment is very much concerned with the docks, is it not ?—That has a good deal to do with it. That was recognised by the late Mr. William Rathbone, and he tried with some people about the town to have a staff of their own working about the docks, and some of the men said they were willing to go to work at a reduced scale, not the 5s. per day, but at a reduced scale, in order to have permanent employment, but there was something stepped in: I know Mr. Rathbone failed in his object. We never have any one of the employees of the steamers engaged in the coasting trade —never one. Possibility of
decasualising
dock labour.

35533. Because those boats come in fairly regularly with a fairly regular quantity of stuff ?—I believe the men work at a slightly reduced scale, and I am doubtful whether they are tied to belonging to the union, or to "have the button," as they term it, but I am not quite positive of that: they seem to work independently of the union. Coasting
trade
labour fairly
regular.

35534. There is no organisation on the part of the employers since Mr. Rathbone ?—No, they employ good steady men, and there they are as the ships come in: the same men go on.

35535. Your remedy for it would be better organisation of the work at the docks ?—Better organisation would meet it to a very great extent. Need for
decasualising
dock labour.

35536. And also the employers employing a regular staff all the year round ?—Yes, that would certainly do away with a lot of distress.

35537. Do you find any casual labour in any other employment besides at the docks ?—There are many casuals about the warehouses. Casual labour
in warehouse
and building
trades.

35538. In the building trade at all ?—The building trade depends a great deal upon the weather. A man may start out in the morning and before twelve o'clock it will turn out bad weather and he has to go off, and there is no work for him for some days.

35539. Have you not found that the same argument which is applied to the discharging of ships applies almost to all industries which employ men and women ?—No, I cannot say that I have.

35540. Do you put up any very big buildings in your parish of Liverpool ?—We have had a few put up very large, but I am afraid the greater part of the workmen came from Manchester: they say "No," but I certainly cannot agree with them, because I had it from people who would be likely to know; the foreman who put the men on: although they did not bring these men from Manchester, they know what came from Manchester and they were put on where people would naturally think they would put on Liverpool men. Liverpool
building done
by Man-
chester
workmen.

35541. Was that anything to do with the Liverpool men not being so good as the Manchester men at the work ?—I should think not.

35542. That is not quite what I meant: in a big building in London now they put up an arrangement in the centre of the site and hoist everything up ?—So they do in Liverpool. Machinery
causes de-
creased
employment
in building
trade.

35543. That must displace a considerable amount of labour ?—Yes, it takes off more than one half the number, I should imagine. For the sort of building we have had up in Liverpool, and which they are erecting now, there is not above one-half the unskilled labour required to do it.

- Liverpool. 35544. And the job gets finished ever so much quicker ?
—In one-third of the time, I should think.
- Docks the chief source of casual labour. 35545. Would not you think that all that sort of thing is the cause of a large number of men being casually employed in all industries where unskilled labour has to be used ?—It is, but it does not add much to the parish of Liverpool ; we really have not very many of these building labourers.
35546. It is really the docks ?—That is the chief thing with us.
- Desire of the dockers for regular employment. 35547. And some better arrangement ought to be made there as to the taking on of labour ?—Yes, it would add a great deal to the comfort of the people.
35548. You really think that the bulk of the men do want to get regular work ?—The bulk do ; I have no hesitation in saying that the men would work and be glad to get it if they could get it.
- Details as to administration of out-relief. The cross visitor : and his functions. 35549. (*Mr. Bentham.*) How many relieving officers have you ?—Five. We had six, but they reduced them some years ago.
35550. Do you sit on the relief committees alternatively or on all that you can ?—Every one.
35551. You sit with every committee ?—Every committee.
35552. Will you tell us what method you adopt for supervising the work of the relieving officer ?—We have a cross visitor who goes over all their cases. The relieving officers give a daily report sheet in, but that I do not agree with. I think it of little value.
35553. Who decides which cases the cross visitor shall visit ?—He has to visit them all.
35554. He visits every case ?—Every case.
35555. In what other way do you supervise the work of the relieving officers ?—I see what applications they take each morning : there is a desk application book in which is written down the name of every person that comes to the desk and the time of their application and what it is for. Then I go over them when the time is up for the officer to leave the office, and I check the reports next morning and see what they have done with them.
35556. Does the cross visitor issue a separate report at any time apart altogether from the information received from the relieving officer ?—Apart from everybody.
35557. Where does he enter that ?—He has a book on purpose for it. You mean in the application book ?
35558. No ?—He has separate books entirely and the relieving officer has not access to them.
35559. And he makes no report except what appears in that book ?—In those books that he has and his daily report sheet : he has to report each case that he visits in the day, the cross-visiting.
35560. If you find any cases that are in receipt of relief which are against the rules which are generally understood, what action do you take ?—Report it to the committee : bring the case up to the committee.
35561. To the same relief committee that granted the relief ?—The same relief committee. If they rule that it is to be granted, then I have nothing further to say in the matter.
35562. It does not go before the board ?—No. The proceedings of the relief committee go before the board and are read out there for confirmation or otherwise.
35563. Cases which deviate to a considerable extent from the recognised rule, would you not report them to the board as a matter for their approval specially ?—No.
- Question of giving relief to applicants resident with well-to-do non-liable relatives. 35564. In cases where an application is made by a person residing with relatives where the income of the whole household is sufficient for the maintenance of all and there is no legal liability attaching to the relatives of the applicant, do you grant outdoor relief ?—No. If there is sufficient income coming into that house, that is
- to the family circle, those that are living together, I would suggest to the committee that they do not grant outdoor relief.
35565. That is where they are not legally liable ?—Yes, Liverpool. so long as the income is coming in there, and we have evidence they are all living together, at one table.
35566. Suppose an aged person living with a married daughter, where the income of the son-in-law and his children is sufficient for every comfort for the household, but the applicant has no resources of his own, would you give outdoor relief ?—I would. You will allow me perhaps to give my reasons for suggesting to the committee they should give out-relief in those cases : a woman is married, she is not using her own money in support of her father or mother, it is her husband's money, and to my knowledge it has frequently caused unhappiness between the man and his wife, whereas if they are getting 2s. or 3s. a week they seem to be content with that assistance.
35567. In a case like that you recognise there is no destitution and no want, but you give it in order to maintain the happiness of the family ?—That is my reason for suggesting it. It is not because I have reason for thinking there is any want, but in many instances if you do not give relief they will be cleared out of the house : that is what is said.
35568. You think Poor Law relief ought to be given ?—If it was a woman living with her son, say, I should say "No," but where it is with a daughter I would not object to it : I think it ought to be given.
35569. You ignore moral liability ; is that what it amounts to ?—I do not ignore moral liability, but I do not see where the moral liability comes in for a son-in-law to support his father-in-law or mother-in-law.
35570. You give relief at times to the cases where the parents have been sent to prison for not sending their children regularly to school ?—Yes.
35571. Is not that against the order that you shall not give relief to persons whose children do not attend school ?—I do not agree with them giving it. My contention is that the wrong person is in gaol ; the woman should be in gaol, not the man. When these children are kept from school that man is either at work or looking for work, and the woman keeps them away and he knows nothing about it in the majority of cases till he is taken out of his bed and taken to gaol.
35572. You think your board is wrong in giving outdoor relief in those cases ?—I am strongly of opinion that that is so.
35573. (*Chairman.*) The man would have notice before he was arrested and taken out of his bed ?—He is supposed to do.
35574. You do not think it is served on him ?—No, the wife gets it and it goes on the fire. She says nothing about it, and very seldom the man knows anything about it until he is taken from his bed ; it is invariably from his bed that he is locked up.
35575. (*Mr. Bentham.*) In the case of an able-bodied person who is temporarily disabled, do you insist upon having a doctor's certificate in every case ?—If they are temporarily disabled when they apply for it ; there is no renewal if it is only temporary. I would not take the word of a person that they are not fit for work without a medical certificate ; it costs them nothing.
35576. Is that the practice ?—It is the practice there.
35577. There is a system of district visitors organised by the central relief committee, is there not ?—Yes.
35578. Have your relieving officers and yourself any intimate touch with those visitors ?—One attends each relief committee providing we have any case that would be likely to be accepted by them. If what is coming up are new applications, if we know they are not, from character or otherwise, suitable cases for the Central Relief Society, we tell them so.
35579. Would you know in every case where a new application is made that these people have not been
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- Out-relief to families of school defaulters.
- Medical certificates in cases of relief to temporarily disabled able-bodied.
- Details of co-operation between Poor Law and charity.

Mr. H. Ball. relieved by the Central Relief Society?—We know that.

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35580. In every case?—Yes, in every case I may say.

35581. Do they ask you if people are in receipt of outdoor relief before they relieve?—They do frequently.

35582. You think you have a good system of co-operation between charity and the Poor Law?—Very good indeed.

35583. You would know in every case where you were giving relief in what way your relief was being supplemented by charity?—To a great extent, not in every case, they keep that back from us. This refers to the recipients of relief.

35584. Leaving out the spontaneous charity between one individual and another, but including the Central Relief Committee and other organised charitable institutions who relieve in such cases?—In the case of sickness where a man is in the hospital and the wife applies to the Charity Organisation Society they will appeal to us for information about the husband; what he is suffering from, how long he is likely to be ill, so that we get in touch with them. If they are able-bodied we have nothing to do with it; it is a case of their going and working in their chip-yard.

35585. In a case where you are giving a small amount of outdoor relief and it is supplemented by an organised relief society, you know of it?—Not if we are giving relief; we do not relieve if the Charity Organisation relieve; only one of us. When they have done with it, if it has become a chronic case, then they will send a note up to me.

Undeclared means assumed in giving out-relief.

35586. I thought you said you gave outdoor relief upon the assumption that it would be supplemented from some other source?—It is not from the Charity Organisation, but from religious bodies; we know that they do give it. It is not from the Charity Organisation; if we relieve the case they stop; when they have finished with it they will send word up to us and they will not relieve again without communicating with us.

Effect of waiver of settlement between Liverpool unions.

35587. With regard to the arrangement for non-removal of persons, are there any disadvantages attached to that arrangement?—I do not think so. It saves a lot of expense all round. When I say all round that is to the three unions; it saves a lot of expense and unnecessary trouble.

35588. If a case comes into your district out of another which had been granted outdoor relief for a time and then offered the house finally, would you stick to the house order which the other committee had given?—It would depend on what the house was for.

35589. Then you would reconsider the case?—Yes.

35590. Is it possible people might move out of one district into another in order to get better treatment by one committee of another board?—That is a matter of suspicion. I have been under the impression that they do so, and I believe so now.

35591. Do you think the influx is towards your union?—I cannot say. There are a good many leave and go over. As a rule they get the same as they had before; sometimes they return: old women who say they have been told they have not been long enough in that particular union; whether there is any truth in it I do not know; they come back and our board relieves them at the same rate they had before they left us.

35592. It has not been so apparent as to warrant your making a separate inquiry into the matter?—No, the probability is, I have thought, that they have not been so comfortable where they have gone as they thought they would be.

Details of co-operation between Poor Law and charity

35593. (*Miss Hill.*) I gather you think the communication between the organised charity and yourself is pretty effectual and satisfactory?—It is very satisfactory from my point of view.

35594. But there is a good deal of charity which does not choose to link itself with the more organised body?—Yes. I would not expect the religious bodies to be

organised with the Charity Organisation. They are only Liverpool. to give to their own flock or those who are supposed to be.

35595. Is there any reason why they should not communicate what they are giving?—I do not know that there is. I may say this, that if they know it they will not give it to one outside their own flock, as I might term it.

35596. I gather that forms a very great difficulty in Undeclared your deciding what money you ought to give—the dis- means as- organised charity is at the root of the difficulty in deter- summed in mining what the people ought to have?—If the board giving out- relief. could know for a fact what they were getting it would make it better all round.

35597. So the responsibility is pretty heavy on the disorganised charity for not communicating either with the organised charity or yourself with regard to what they are doing?—I would not expect them to communicate with our department, not from the churches and chapels. It is more of a private ground.

35598. You do not make any inquiries of the organisations in your own neighbourhood?—I do not ask them; I think they would come to the conclusion I was intruding if I did do so.

35599. In consequence of that you are obliged to give a smaller amount of relief, and you give up the hope of inquiring with regard to what is supplementing that?—We know that they do get it from these bodies because the visitors are seen going there.

35600. You do not know how much?—No.

35601. Therefore it leaves you to have to grant a sum which you hope may be enough, but you do not know very much about it?—All we really do know for a fact is that there is something coming in from some source; they will not tell us and do not tell us.

35602. Do you ask the people whether they are getting anything?—We ask, "Are you getting any assistance from any source whatever?"

35603. And they usually say no?—Yes.

35604. If you find out that they have not told the truth, do you cut them off?—No, as a rule it is reported to the committee and the committee will speak very strongly to them of the danger they are running. If it is anything glaring, they will do so.

35605. If there is any regular allowance from a church or chapel which they do not confess to when you ask them, how are they treated?—We caution them as a rule.

35606. (*Mr. Phelps.*) You have five relieving officers under you?—Yes.

35607. Are they appointed by the board?—Yes.

Appointment, training, and class of relieving officers.

35608. Have you any voice in their appointment?—No, I should be sorry if I had.

35609. What class of people do they come from?—As a rule they are men who have worked their way up. They have been warrant officers, and in two instances have been cross visitors.

35610. Have they, as a rule, had any previous training?—Yes, as warrant officers; warrant officers do the relieving officers' duties when they are away on their holidays or sick.

35611. How is a man appointed warrant officer?—He is appointed by the board.

35612. How many have you?—Two.

35613. They take the place of a relieving officer who falls out?—Yes.

35614. Is anything done with regard to their training after they are appointed?—They are supposed to know relieving the duties when they are appointed. As a rule they officers. are there several years before ever they are promoted.

35615. Do they, for instance, attend lectures at the Liverpool University College?—No.

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35616. They do not try to take any diploma or any certificate of knowledge?—No.

35617. Do you think that would be a good thing?—It is a business in which I find that common-sense goes before a lot of theory.

35618. You think that is enough to rely upon?—I think it is more serviceable to have good sound common-sense.

35619. You do not think a combination of the two would be stronger?—If you had a man filled with common-sense and scientific knowledge as well, that would work very well.

The proper number of cases for a relieving officer.

35620. How many cases do you think a relieving officer can look after?—What is your idea of full work?—300 to 350 cases.

35621. He could conduct the inquiries and keep a general supervision over as many as that?—Yes, I expect them to visit every case that is on their books once in eight or nine days.

35622. That implies visiting forty cases a day?—Well, there is a long time from twelve o'clock in the day when he gets his dinner and goes out. You must understand that in a place like Liverpool he has not far to walk about his district. The streets are all thickly packed. There are streets where there will be thirty families on the books.

Relieving officers' diary.

35623. He would have a good deal of book work to do as well as visiting?—There is not very much book-work; he does not enter up his cases.

35624. Does he keep a diary?—He has to keep a diary.

35625. An official diary; is that ever produced before the Committee?—It is.

35626. Do you look over it?—Yes.

Common lodging-houses as sources of pauperism.

35627. I see in one of your answers you say there are a great many model lodging-houses and they supply the majority of the inmates of the workhouse. Do you mean model lodging-houses or common lodging-houses?—Model common lodging-houses.

35628. What is a model lodging-house?—They are called model in Liverpool; I do not know what they call them in other towns. They go by the name of model lodging-houses; they will take in as many as 200 men in some of them.

35629. Are they run by the corporation or by societies?—No.

35630. By individuals?—There is one, the David Lewis Hostel, as to which I do not know who is running it; it was erected on an old market that belonged to the corporation by some money left by David Lewis. I do not know who is running that.

35631. That is a charitable institution at all events?—They pay more for lodging there than they do in the others, and there is a better class go to it.

35632. Your distinction is between a model lodging-house and a common lodging-house?—They could not be commoner than some of the model lodging-houses are.

35633. A common lodging-house owned by A. B. and run for a profit by him?—All the others with the exception of the David Lewis Hostel are run for a profit.

35634. They are common lodging-houses?—Yes.

35635. You find these attract a good many people to Liverpool?—I do not know about attract them; they come to Liverpool and that is where they get to, or the Salvation Army Barracks. They will sleep there a night in order to get into our workhouse or some particular workhouse. Those I am referring to will stop there a night to get into our workhouse.

35636. Supposing a tramp comes into Liverpool, he would go to the tramps' ward?—If they come into Liverpool we have no tramps' ward, it is up in the West Derby Union.

Common lodging-houses and free shelters and the classes using them.

35637. Would he go to one of these lodging-houses?—*Mr. H. Ball.* Not as a rule, that class of people will not part with their money. 14 Jan. 1907.

35638. Have you shelters that take people for nothing at night?—Yes. Liverpool.

35639. Do you think they attract them?—They attract them there; these I am referring to are in the Parish of Liverpool, and I know they have some in the West Derby Union, but what the result of their having them is I cannot say, but I know these two we have in the Parish of Liverpool attract a great many there; they sleep one night there and come to the relieving officer in the morning.

35640. Do people live in these model lodging-houses altogether month by month, or do they only live there temporarily?—If they take their lodgings by the week they save I think 4d. on the week's pay; and there are a great number that have been there for years.

35641. And they go out and they are part of the supply of labour that looks for work at the docks and elsewhere?—Yes.

35642. Have you anything to suggest with regard to them, as to how the evil which you think they cause could be diminished?—No, they are a class of men that are not fit to go into private lodgings.

35643. Single men as a rule?—No, married men who have run away from their wives and will not work; a drunken dissolute lot who run away from their wives. We find them there frequently when we wait them to lock them up when the wives become chargeable.

35644. That is not a very hopeful class?—No, I am afraid you would do no good with them.

35645. (*Dr. Downes.*) Have you any free distribution of food?—Do you mean from the parish? Charitable food distribution and its effects.

35646. I mean from philanthropic people?—There is a lot of that.

35647. In the winter time?—Yes, and also fuel.

35648. What is your view of that; do you think it does good, or does it attract these people?—That does a lot of good.

35649. You think it does good?—A lot of good. I think, as a rule, the people deserve to get it.

35650. How is it given?—There again the clergy will step in and give a recommendation of the names of the people who are suitable for it.

35651. What I had in mind was rather a free distribution of food to any casuals or anybody that might turn up?—No, I do not know anything of the kind in Liverpool.

35652. Do the guardians get any return of deaths from starvation or want of food?—I have not known of them. Infrequency of deaths from starvation in Liverpool.

35653. Have you any information as to the number of those in Liverpool?—Only what I see in the papers; they are very rare, very rare indeed. I may say that if a person died of starvation in a place like Liverpool it would be a case that was too proud to go and ask for food; it would be found dead in some quiet place, because nobody need die of starvation in Liverpool.

35654. They are cases that have not applied to the Poor Law?—Nor yet the Charity Organisation.

35655. I understand there are very few?—Very few indeed.

35656. Is the number of your orders for medical relief increasing in Liverpool?—Yes, it has increased greatly. Increase of medical relief in Liverpool and its causes.

35657. To what do you attribute that?—It started when the alteration was made. It used to be considered relief, and as soon as that was stopped and we had not to book that and interfere with the vote they rushed up. They will pass two dispensaries where they could be attended to for 1d. to come up and get a note for the parish doctor.

Mr. H. Ball. --35658. Can you suggest any reason why they should do that?—No I cannot, because the dispensaries are there with very clever doctors in them—very clever doctors.

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35659. Is it the possibility of getting medical extras?—No, it is so seldom that the doctors recommend any extras in Liverpool that it cannot be for what they receive; it is only the medicine. The only thing I can attribute it to is that the woman comes up for it for the children: the man is out doing a bit of work or looking for work, and the woman comes up because the child is ill and gets a note for the doctor to attend. They save 1d. If there were two children it would be 2d., first of all for the note to the dispensary, 1d. for each, and then for each article that the doctor orders they have to pay 1d.; if there were pills it would be 1d.; if a bottle 1d., and a powder 1d.

35660. They save all that?—Yes.

Degree of relieving officers' investigation into applications for medical relief.

35661. What inquiry is made into the medical relief in Liverpool?—You mean before they grant it?

35662. I am speaking of the inquiry by the relieving officers. What inquiries do they make?—They make inquiries to see whether the head of the family is in a position to pay for a doctor.

35663. How soon would they make that inquiry?—On the same day as the application.

35664. Would they visit again?—Not afterwards because by the time they would have been round there the doctor would have been and seen the patient; if he found the head of the family was in a position to pay for a doctor he would cancel that order.

35665. What would your view be as to the supervision of medical relief? Do you think it should be supervised with as much strictness as ordinary relief?—No, I do not because those persons might be able to keep their family, but could not pay for a doctor.

35666. You draw a distinction?—I do.

Medical relief as the first step to pauperism.

35667. Do you find that medical relief is often the first step to pauperism?—It has been frequently the case, but I have not seen much of it lately. People are in the habit of getting a note for the doctor with a view of getting a certificate; it is a very, very rare occurrence indeed for a medical officer to give a note that a person is able to work.

Method of admission to branch workhouses.

35668. You have a number of branch institutions in Liverpool in addition to Brownlow Hill?—Yes.

35669. How are the admissions regulated?—Through Brownlow Hill, every one.

35670. They distribute them?—Yes.

Unskilled labour a source of pauperism.

35671. (*Mr. Chandler.*) I think you stated that the majority of your cases are drawn from what we call the unskilled labouring classes?—Yes, the vast majority.

35672. That would be a class of men engaged in work where the employer would look rather more to muscular strength than brains?—It is muscular strength they look to rather than brains.

Effect of Workmen's Compensation Act on employment of aged workmen.

35673. Do you not think with reference to Paragraph 8 of your statement as to employers giving preference to young men, that is most likely to have arisen on that account?—No; since that Act came into force, as soon as these men show age, and their hair is grey, they find the difference; I have known them to dye their hair when they went to the docks looking for work if they were anywhere near grey; fine able-bodied men that I have felt confident if they could get work, would give a fair honest day's work.

35674. But the selection of the young men was the Liverpool prevailing practice long before the Act was passed?—That might be; then if I were a foreman putting them on I should say: "Here are these men, who have been working under me for years, I will not turn them away as long as they do their work," but now I should have to consider my employer's liability, and where there was any doubt about anyone getting aged I would turn them off.

35675. I think you have this morning deplored on more than one occasion the fact that there is not work for these men to do at the docks, that so many are turned away day by day?—There is no work.

35676. How would the question of the Employers' Liability Act or unions supply a greater volume of labour there?—I do not know that it would.

35677. There would still be the number turned away?—There are too many in the town; if every place was in full swing they could not employ all the labour there is in Liverpool.

Excess of unskilled labour in Liverpool.

35678. So it is not the trade unions or the Employers' Liability Act?—No, the labour is not there for them.

35679. (*Sir Samuel Provis.*) You said, I think, that since 1900 the out-relief has increased in amount?—It was about then.

Effect of Mr. Chaplin's Circular of 1900 as to aged and deserving poor.

35680. That was the time Mr. Chaplin's circular was issued?—I would not be sure of the date; you no doubt know what I am referring to.

35681. The result was an increased number of applications?—Yes, after it got known about that they got more relief.

35682. Was it supposed that the guardians would give relief more freely, not only in amount, but to persons to whom they previously would not give outdoor relief?—It was practically understood so by the board, that they were to be more easy with the people.

35683. Therefore they were not merely confining themselves to giving more adequate out-relief, but extending the class to those to whom they would not give outdoor relief before?—I take it so, both?

35684. Has that been continued?—It is not done so much now as it was, not to a great extent.

35685. Has the amount been increased since that time?—Yes, individually.

35686. It is larger than it was before?—Yes.

35687. Does that make any substantial difference?—It has done; but the committees now as a rule are working differently; they are not starting any, unless there is some exceptional reason for it, at more than half-a-crown. I am speaking now of the aged; they start them at half-a-crown, and then have them under observation.

35688. (*Chairman.*) What is the average attendance at your relief committees?—The average would be about five.

Attendance and speed of work at relief committees.

35689. (*Mr. Gardiner.*) How many cases do you get through in an hour on an average, do you think?—About sixty.

35690. That is renewals and new cases?—Yes.

35691. And medical orders?—The medical orders do not appear before the committee, only for confirmation in bulk.

Orders for medical relief confirmed in bulk.

Miss J. S. THORBURN, called; and Examined.

Miss J. S. Thorburn. 35692. (*Chairman.*) You are a member of the Select Vestry of Liverpool?—I am.

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35693. You have prepared so full and clear a statement that I shall only have to supplement it by very few questions if you will hand it in so that we can treat it

as your examination-in-chief?—Certainly. (*The Witness handed in the following statement.*)

1. In 1894 three women, of whom I was one, were elected Lady to the Select Vestry of Liverpool for the first time. Poor guardians in Law work proved so interesting, and the opportunities Liverpool and their work.

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of being of use so many, that I, to a great extent, gave up my charitable and political work, and gave all my time to our workhouse and its many branches.

2. The good-will and patience shown by several of our head officials in teaching me how our various institutions were managed, and explaining many details of the Poor Law as it concerned us, helped me greatly; and my having good health and living within half a mile of the workhouse made my work easier.

Ladies' Committee.

3. We have no Ladies' Committee, but the filling of the subordinate posts among the women officers is almost always referred to "the ladies," and we do a good deal of the preliminary work of the Selection Committees for the higher posts, besides sharing in the final vote.

4. Many matters of detail are referred to "the chairman, vice-chairman and ladies."

5. All cases of young women or girls requiring help are referred to "one of the ladies."

6. We are authorised to visit all institutions containing women or children whenever we think fit, and to report directly to the various committees or quietly to the chairman or governor as we think best. (We go everywhere, except to Maghull, by tram and at our own expense.)

7. We keep an eye on the sewing rooms and laundries, and visit more particularly those parts of the hospitals and workhouse which the gentlemen very rarely visit.

8. All matters connected with the nurses' homes are discussed with us, and proposed changes in the working of the hospital which can be understood by persons without medical training are explained to one or two of us beforehand.

9. One of us talks over difficulties and changes on the women's side of the workhouses with the matrons in a similar way. This, however, is the result of friendly co-operation with the lady superintendent and matrons and has never been exactly authorised by the committees.

Non-Poor
Law lady
visitors for
workhouse

10. N.B.—Before women were elected to the vestry, twenty ladies, ten Protestants and ten Catholic, were appointed by it as "lady visitors," but several of them had ceased to visit.

11. We have been careful never to interfere with the excellent work carried on by several of the remaining ladies, but just to try to help any lady when asked by her to do so. We have never had the slightest friction either among ourselves or with any of the lady visitors.

Curative Work.

Work of
ladies in
workhouse
lock wards.

12. The lock wards are visited by two lady visitors, one Protestant and one Catholic. Each lady hold a class for the women of her own faith, and does her best to influence them and to induce them to go into the institution for which they are best fitted when they leave the hospital.

13. The nurses help these two ladies so far as their official position permits, and many girls have been saved and are now earning honourable livelihoods.

14. I wish the law would authorise us to read and if necessary to ask the governor to withhold letters addressed to inmates of these wards. When good women are trying to save a girl it is discouraging for the law to oblige our nurse to hand her letters which we strongly suspect to come from some vile woman who is trying to get her back to a bad life.

15. The maternity wards are visited by ladies representing homes. Every unmarried woman who enters such a ward for the first time is given the chance of going to a home with her baby.

Ladies'
curative work
among fallen
women in the
workhouse.

16. Those who consent to go, are cared for and trained, and when a time of probation is over are placed in situations, and helped to provide for the baby, for which a safe home is also found.

17. The vestry gives a grant after the mother has been three months in the home.

18. The Catholic Home is now full and there may be a difficulty as to Catholic girls soon.

Miss J. S.
Thorburn.

19. All hopeful cases among the blind, the deaf and dumb, the slightly epileptic, and the semi-imbecile are sent to special institutions at the cost of the vestry.

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20. When girls first come into the workhouse every effort is made to get them out of it and into situations as soon as possible, and a girl gets more than one chance before we give up trying to help her.

21. Women who behave well in the place are helped out after a time, if suitable for service, and are often allowed to leave their children in our schools and to pay a nominal amount for them.

22. Any nurse who finds that one of her well-behaved patients is nearly well, and needs help in order to make a fresh start in the world, sends a message to a woman guardian who inquires into the circumstances and does her best to help.

23. Both the men guardians and the officials encourage us in all attempts to help individuals in this way.

Power of Detention.

24. Till our barrack schools were closed, the weak-minded girls brought up in them were detained till the age of twenty-one or older, and some very weak-minded girls are now detained in our "Dingle" Home.

Detention of
feeble-
minded girls
in workhouse
and need of
legal powers.

25. In some "special cases" weak-minded girls have been detained in our workhouse by our late matron, who was exceedingly good in taking responsibility, in order to protect such girls.

26. All this has been done by both officials and guardians straining their powers and taking some little risk in order to protect some helpless girls.

27. If the law would give guardians power to detain weak-minded girls it would undoubtedly enable us to save a larger number of such girls, and would to a considerable extent reduce the number of the "unfit" in the next generation.

28. If the law would enable guardians to detain in hospital children with certain forms of eye disease, for a strictly limited length of time, it would save the eyes of some children. Their parents take them out when their eyes are half-cured and bring them back in a few days or weeks with their eyes much worse. This goes on till the eyes get too bad for cure to be possible. As it is only the eyes and not the life of the children that is endangered our doctors do not believe themselves to have a right to detain such children.

Need of
power to de-
tain children
suffering
from
ophthalmia.

Effect of Workhouse Life on Inmates.

29. In our workhouse I have known two or three of the best, bravest, and most truly Christian women that any country could produce, but apart from these very exceptional women there is a class of elderly or old women who seem to me to compare fairly with average women of their class outside.

Effect of
workhouse
life on
inmates.

30. These women have generally drifted into the workhouse, in the first instance, through illness or some accidental circumstance.

31. Having no friends with whom to find a home outside, and being below the average in bodily strength, else lacking in initiative, they have found the warmth, regular food, and leisureliness of workhouse life, with its entire absence of anxiety or anything like "driving," more to their minds than the struggle and freedom of a world in which the weak go to the wall.

Attractions of
workhouse to
elderly
women.

32. They have settled down, made their homes in the workhouse, and found all their interests in its life.

33. These women are noticed, are given special duties under officers, and so get little privileges, and a small share of the authority over others, which seems particularly dear to the workhouse mind.

34. They are of much value in the working of the place, and are treated with consideration by the officers.

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35. These women rarely "peach" on a sister inmate unless they have had a quarrel with her, but, short of this, they range themselves with guardians and officers and try to promote the well-being of the institution, of which they seem to be really proud.

36. They are apt to be jealous and suspicious of each other, and they pride themselves on their superiority to the rest of the women in a somewhat pharisaical manner, but I don't think the life has done them harm.

Apathy of aged women in workhouse and its causes.

37. There are many very old women both in house and hospital who are simply waiting for the end. Their chief desires are warmth and hot tea, and their chief dislike being bathed. They doze a good deal and sit or lie hour after hour, and year after year, doing nothing, and seem to me more like human vegetables than human beings. I think that the leisureliness of workhouse life must have produced in them this astonishing power of contentedly doing nothing.

Effect of workhouse on able-bodied women.

38. The general body of the able-bodied women consist of a few women who were simply unlucky in life, or weak of character when they first entered the workhouse, and who have undoubtedly degenerated from association with the very bad women and the general influence of the life.

Women "ins-and-outs."

39. Then there are the respectable ins and outs who really work at bag making or mending, at the cotton, at chip selling, or at hawking when there is work to be got, and who turn into the workhouse regularly and cheerfully whenever it fails. These women are rough and noisy, and they are so ignorant of domestic work or sewing that they are of little use in the work of the place. A large proportion of them are Irish. When they quarrel their language is more than strong, but I doubt whether they really understand or mean what they say. Many of these are fond of their children and kindly to others.

40. Then there are the ins and outs who simply cannot resist the temptation to drink; they go out whenever they think they can earn, beg, or get from friends a few coppers for drink, and come back when they can't get any more drink.

Vicious women in the workhouse and their effect on other inmates.

41. Then there are the very bad and vile women. These cannot be described, and the real hardship of workhouse life lies in moderately decent women having to live and continually associate with these wretches.

42. Many seem to be morally insane, and of these some eventually become so insane as to be sent to an asylum; others are known to be bad in the third generation, and seem to have been born so.

43. These are the curses of the place, and they have the whip hand of us, as they have a legal right to come in and go out as they like, and beyond sending one to the police court at times (which some don't mind) there is nothing that we now do to punish them.

44. The oldest officers tell me that these women are nothing like as bad to manage as their predecessors were twenty or thirty years ago. Pulling down walls, and so turning small wards and yards into large ones, and increasing the staff of nurses and officers, has so reduced their power for evil that they are now only "horrors" and not "horrors and terrors" as they used to be.

45. As they are kept sober and clean in the workhouse, and as many kinds of wickedness are impossible within its walls, workhouse life must do these women some good in a way.

Laziness and dishonesty of able-bodied women in workhouse.

46. The commonest faults of able-bodied workhouse women as a body are laziness and dishonesty. I have never yet seen a workhouse woman hurry. Every movement is taken in a leisurely way. Our best workers do not do in a day more than half of what a good char-woman outside would do. This is one of the difficulties in getting young women taken out of the workhouse to stop in the situations found for them. They cannot understand why the mistress objects to their dawdling through their work as they have always been used to do inside.

47. I fear that nearly all our able-bodied women steal when they get the chance. They steal the milk and eggs from the hospital; they steal the coppers, biscuits, sugar, and sweets given to the sick by their friends; they steal

the nurses' clothes—even big things like coats, blouses, and Liverpool boots—they steal the little things that I bring in as presents; they steal the toys given to the children; they steal everything. In some cases they evidently steal in order to have the pleasure of giving the stolen thing away, and in some cases it seems to be the love of accumulating, as when they find a "hidey-hole" and collect in it pieces of coal, soap, brick for brick-dust, etc., etc. This generally recognised and almost universal dishonesty seems to me to be in great part the result of the women having no private property of their own when in the workhouse, and is to my mind the worst result of workhouse life.

Cause of dishonesty of able-bodied women in workhouse.

48. The views which workhouse habitués express from time to time are interesting as showing their point of view. One woman said to the portress in my hearing, "I lives here; you are only a paid person." Another said to a policeman, "You're a beggar come over from Ireland to live out of the rates, that's what you are." Another said to a gentleman holding an important post, "You're only a servant; I want to see your masters." A man told a group of our nurses, "If it wasn't for the likes of us the likes of you wouldn't be here."

Attitude of workhouse habitués to their dependence on the rates.

A woman said to me quite politely, "I've had four children born in here and four buried by the parish; the guardians ought to do something for me, miss." She spoke as a good customer to whom we were under an obligation.

49. It is the decent people who come in through misfortune who are friendly and grateful and to whom it is a pleasure to help.

50. It is difficult to believe, but it is an actual fact, that respectable young married women, who enter our "class" of marriage and maternity wards, not infrequently declare themselves unmarried, so that their husbands shall not run any risk of being asked to pay on their account.

Concealment of marriage by mothers in workhouse to avoid husbands being charged with maintenance.

51. We as a "port parish" get a certain number of foreigners who are sent into our workhouse or its hospital as soon as they reach Liverpool.

52. The number of these is not at any one time large as compared with the total number our inmates, but as almost every foreigner has to be treated more or less as a "special case" the trouble and difficulty caused by them is often serious.

Effect of the port on Liverpool's pauperism: foreigners becoming paupers.

53. These foreigners are:—

1st. Emigrants passing through Liverpool; (a) One or two members of a family get ill; then they come to us and stay with us till they are all well and able to go on. One family of six were in our hospital for over a year. (b) The "undesirable" members of families: these get as far as Liverpool with their relations. Then the ship's doctor, who knows they won't be let pass into the United States of America, refused to "pass" them. They are promptly sent up to our workhouse and stay with us till they die, while the rest of their families go on.

2nd. Foreigners rejected by the United States of America as "undesirable"; they are brought back to Liverpool by the ships, being sent up to us at once.

3rd. Foreigners who have never been in Liverpool at all, but who are sent to us by sea from ports all over the world, as the cheapest and easiest way of getting rid of them in a humane manner.

54. We get at times Russians, Poles, Finns, Scandinavians, Germans, Spaniards, U.S. Americans, South Americans, Arabs, people from the Holy Land, Jews, and negroes of whose legal nationality we are not certain. Very rarely we get an Italian; never a Frenchman.

55. The Germans and Scandinavians are generally decent people, who try to fall into our ways and are anxious to learn English, but the difficulty with some Poles, Armenians and Arabs is at times serious.

56. The poor creatures find themselves, as they think, imprisoned by people with whom they can't speak, and whose food, habits, and clothes are all strange to them. Sometimes they seem so nearly mad that the officers are half afraid of them. One or two cases of this kind will upset a whole division.

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57. The real lunatics sent up by the ships go on to the asylums after a few days, and as their names do not appear on our lunatic lists more than once, I do not know how many they are.

Defects.

Need for more inter-communication between Poor Law officers as to particulars of pauper cases.

58. The only serious defect I see in our own system is the way in which the different departments keep their knowledge of the individual inmates in information-tight departments. Any guardian can, by applying to from two to five different officers, collect a large and reliable amount of information about any particular case, and this is quite satisfactory, but the officers have neither the time nor the right to do this, and the result is that the head master at our cottage homes often knows nothing of the antecedents or circumstances of the children under his care.

59. The friendless decent woman passing into the workhouse through our hospital will be known to be decent by the outside officer and the nurse, but the workhouse officer over her won't know everything about her at first, and will have to find out about her gradually.

60. The outside officers may be spending much time and trouble in testing the story told by some woman who is systematically deceiving them, while the officer or nurse who is over the woman inside may have heard from her, when off her guard, facts which would put them on the right track at once.

Classes Obtaining Out-Door Relief.

The condition upon which out-relief is granted in Liverpool.

61. All destitute persons of fairly good character who are believed to be unable to support themselves owing to age or infirmity get out-door relief subject to certain conditions.

1st. They must lead moral and fairly sober lives.

2nd. They must keep themselves not too dirty, and must live under conditions not grossly objectionable as to over-crowding.

3rd. Children must be kept regularly to school.

4th. They must not deceive the officers as to serious matters.

62. We try to begin to give relief before the people have begun to pawn their things.

63. Some of our out-relief people come into our hospital for a few weeks when ill, or into the workhouse for warmth during the winter, and get their out-relief again as a matter of course when they go out.

64. When applicants are offered "the house" it is either because we feel sure that they are not in real need, and are only "trying it on," or else because one of our four conditions has been broken. We are not very strict. We rarely give out-relief to recently deserted wives and widows with only one child depending, but we sometimes keep the child at a nominal cost to the mother. In cases of consumption we give extra relief on the condition that the consumptive person sleeps in a separate room.

65. During the four coldest weeks in the year we give each "case" 1s. a week extra for coals.

Out-Relief and Charity.

Out-relief supplemented by wages or charity.

66. Very few persons on out-relief really live on their parish money. The young widows with children are of course expected to work as soon as the youngest child can go to school. Many of our old ladies still earn from 1s. to 4s. a week. Some still do two or three days charring in the week for neighbours or old employers. Some break up and sell chips, some do a little hawking, many do a little needlework. A few do casual and inferior sick nursing. Two act as canvassers. Two or three keep lodgers. Many help relatives with their children and get a room rent-free and some food in return.

67. Nearly all persons on out-relief receive charity as well, as indeed some of our charities practically refuse to help people unless we give them parish money first. The idea is that the parish keeps the people from destitution, and the charities then come in and make their lives comfortable in a small way.

68. The Seaman's Charity (for widows of seamen with young families), the Caledonian, the Foreigners' Aid, the St. Vincent de Paul, The Molyneux, the Needle-women's, the "poor funds" connected with most of our churches and chapels, and the almshouses all help numbers of people on our lists.

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Occupants of almshouses in receipt of out-relief.

69. The history of these almshouses is complicated, but out of the eighty to eighty-six old ladies inhabiting them, forty-six now receive out-relief from us and seventeen of the remainder get 3s. 6d. a week as Warwick pensions. As this particular charity is managed by Mr. Hagger and seven trustees chosen by us, no one gets it and the parish money at the same time. The forty-six in the other almshouses generally get 6d. a week less than they would get if they had to pay rent. With the managers of the other charities we have a sort of understanding that they tell our officers what they give in each case, and that we do not refuse or reduce our out-relief on account of what they give.

70. Eight or ten old ladies are in private "Homes," each gets her weekly 2s. 6d. and hands it over to the "Homes." Out-relief supplemented by charity.

71. Besides these well-known charities there is an unknown, irregular, but very large amount of private charity given to many of the people on our lists. When I get on confidential terms with one of our old ladies, I almost always find that Mrs. A. allows 1s. or 6d. a week; that Mrs. B. gives scraps, or tea, or dripping; that Mrs. D. allows her to call for old boxes for firewood; coals are given once or twice in winter; that an old employer or absent relative "remembers" now and then. In many cases the church, chapel, priest, or mother's meeting lady gives something.

72. Except in the case of mourning out of club money, and a very rare pair of boots, none of our out-relief women seem ever to buy clothes. These are always given by some one.

73. I think many of our out-relief people look on Guardians tricking the guardians just as many ladies look on tricking deceived by the custom house officers. They dislike being found out, applicants for but do not look on their conduct as in any sense dishonest out-relief. or disgraceful.

74. The large majority are in burial clubs.

Paupers in burial clubs.

75. I live in and am elected for the district for which I help to give out-relief. This is generally held to be objectionable, but I find it a great saving of time in visiting special cases, in getting information from people who might not give it to a man officer, and in sometimes getting a little private help. It is also convenient at times to charitable ladies, who prefer speaking to me to going to the relief officer. As I am much the strictest member of my relief committee, it is good for the ratepayers, and even if two or three people vote against me at elections, because I have refused to help them or their relations to get out-relief, the advantages out-weigh the objections.

The pros and cons of guardians administering relief to their constituents.

35694. (Chairman.) You have given special attention to curative work, and I understand you find that curative work is very much marred by a lack of power of detention? —I think so. There are many cases of girls who are not entirely feeble-minded, but who are simple-minded, and it would be a great help if we could detain them.

Need of power to detain feeble-minded women.

35695. Would you wish to detain girls who had not gone wrong: before they have had children, or only after? —I think if a girl is so simple-minded that she cannot reasonably take care of herself, and if she has not any respectable relations, it is a pity she has a right to go out unless you are sure where she is going.

35696. In the old barrack school you kept the girls till they were twenty-one, I understand?—Those who were brought up with us; we never told them they had the right to go out, and they never found it out.

35697. You also dislike, in certain cases, to be compelled to hand letters to girls which you believe contain improper suggestions?—Yes, that is in certain wards of the infirmary.

Proposal to open letters addressed to inmates of lock wards.

35698. That is in the lock wards?—Yes, only in the lock parts.

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Various
classes of
women in
workhouse
and need for
better classi-
fication.

Laziness of
workhouse
inmates.

Need of
power to
detain feeble-
minded
women.

Need for more
intercom-
munication
between Poor
Law officers
as to
particulars of
pauper cases.

35699. If you are right in your supposition the law would have the power of punishing those persons sending the letters, but you cannot tell till you have opened them?—As we cannot read the letters we cannot be sure they are wrong letters.

35700. In regard to the workhouse itself you go to the two extreme ends of the classes of women that are there. You state that you have known some very brave and truly Christian women?—Yes, I have.

35701. At the other end there are a certain number of very vile women?—Yes.

35702. That points of course to the necessity, if possible, of a more complete classification, does it not?—We do try to classify a little among the old women, but we cannot do it among the young or able-bodied at all.

35703. Either the buildings do not adapt themselves, or there is a lack of accommodation, is that the reason?—Most of the able-bodied women are working about the house, more or less; and it is difficult to get the work done, and it is difficult to get able-bodied women of good character to work there, there are not many of them.

35704. Would these women who thus come into contact be mostly able-bodied or old women?—Able-bodied mostly.

35705. You emphasise the fact that work in a workhouse even for the able-bodied is very detrimental, they never hurry?—Yes, they never hurry.

35706. I suppose the object is to kill time?—Yes, it is. They say they are not paid for their work so why should they do much.

35707. Is your board moving in the direction of further classification?—We are so crowded for space that at present we cannot do very much.

35708. That is in the great big workhouse on Brownlow Hill?—Yes. We have a separate place for the respectable old people.

35709. I suppose the opinion amongst those who, like yourself, work amongst the girls who come in for their confinement is almost unanimous that there should be increased powers of detention?—I am not quite sure about those who come in like that; because you would want such a tremendous amount of institutions to put them in.

35710. I should qualify that by saying the simple minded?—Yes, I think everybody is agreed about that.

35711. A considerable proportion of the illegitimate children come through them?—Certainly.

35712. The other of course is a much bigger and more difficult subject?—Yes.

35713. In paragraph 58 you say you think there is rather a serious defect in the want of inter-communication between the different departments. I understand that applies not only to communication between the officers connected with out-door relief and the workhouse officers, but between the various officers inside the workhouse?—Yes.

35714. Do you think that is due to the departments being so very large at Brownlow Hill, or have you heard at all that that is a common complaint in other workhouses?—I do not think I know enough of the inside working of other workhouses to tell, but we have over 5,000 people inside, and unless special attention is called to some particular case they do not bother much about it.

35715. That is 5,000, including the infirm?—Yes, the children and the sick.

35716. Have you any children in the workhouse?—Some who are sick; but that is all, and a few babies.

35717. To a large extent, that difficulty can be got over by a certain re-arrangement or certain orders issued?—It might be, but I have never been able to see that it could be got over.

35718. Is it reluctance on the part of the officers, or the Liverpool want of time?—Want of time, I think.

35719. They are so hard worked in these offices?—An officer is not supposed to go to the other side of the place unless she is specially asked to do it.

35720. So that a decent woman going from one part of the workhouse to another may get placed in contact with undesirable people simply through ignorance of her past history?—Yes, just at first.

35721. Now with regard to outdoor relief, apparently nearly all your persons on outdoor relief get assistance in addition?—I think so.

35722. That is a bad system, is it not?—I do not see how it can be prevented; charitable people will give money.

35723. Looked at from the Poor Law point of view also, does not the tendency to give a low amount of relief, a sort of dole, in the hope and belief that it will be supplemented, rather result in cases being run through instead of thorough investigation being made; if, on the other hand, there was adequate relief given, would not the disposition on the part of the guardians be to thoroughly well go into it?—No, I think not; there would be much greater pressure on the part of the poor persons and their friends to get it. If they gave an average of 5s. instead of 2s. 6d. there would be more applications, and it would be much harder to refuse them.

35724. Have you ever come across a case where a respectable woman was not in receipt of charity, and had to try and make this 2s. 6d. a week maintain her?—I think I heard of one case, and it was helped when we found it out.

35725. It seems to me that it puts the straightforward truthful person at rather a disadvantage with the person who is not, because the more she can conceal the better off she is?—I do not think so. If a person tells us what they are getting we are always more ready to give them relief at once, and give them perhaps an extra 6d.

35726. The charitable relief they get I understand comes largely from the religious societies?—Yes, and from several big charities.

35727. Endowed charities?—Yes.

35728. They do not work in connection with the Charity Organisation, do they?—I do not think so.

35729. Now take the Charity Organisation; have you been able to transfer any cases to them, which they have been able to take off your hands?—They generally take the cases before they come to us. If an application is made to us, and it is a case that the Charity Organisation officer thinks he could help, they do not get relief at all, or come on our books.

35730. It does not come to you?—No.

35731. In that way they help you in anticipation?—They do, distinctly.

35732. Then you add that it is very rare for anybody who is on out-relief to buy any clothes, because they get them from charity?—Yes, they do. I have never known anything but boots bought myself, and that very rarely.

35733. You are in favour of being on the Committee for the district which you represent as regards outdoor relief?—Yes. I have rather a special reason for that. The two women on our Board who are able to do much work both live in the district in which the almshouses and various other charitable institutions are placed, and it is necessary that one of the two of us should be connected with that, I think.

35734. I see you have the courage to be strict, in fact you say you are the strictest member of your relief committee?—I am sure I am, much.

35735. You have not found any evil result amongst your constituents in consequence?—Very, very little. Not enough to matter.

35736. We have had evidence that persons, perhaps not quite so conscientious, have worked in the reverse way?—I think if one were a small tradesman or anything

Effect of out-relief supplemented by charity.

Co-operation of guardians with the Charity Organisation Society.

The effect of guardians administering relief to their own constituents.

Liverpool. of that sort it might be inconvenient to do it in your own district.

35737. In your case you are able to get information which otherwise very often would not be obtained?—Yes.

Provision for aged paupers at Liverpool. 35738. Is the Kirkdale Home a joint institution?—No, it is for our own old people.

35739. Entirely supported by the Liverpool Vestry?—Yes, quite.

35740. That you think is a satisfactory institution?—I think so, but then they do not keep very bad or very troublesome people there; they send them back to Brownlow Hill. If we get very bad or troublesome old people they are not kept there.

35741. Do any ladies from outside, prompted by charitable motives, come in and help these old people at Kirkdale?—The Brabazon Society goes there.

35742. Is the part you represent near the docks?—No.

35743. I dare say you have heard the evidence of the previous witness?—I have.

35744. I suppose your main trouble is with casual labour?—Yes, with regard to the men it is.

35745. And the women, I suppose, are their dependents more or less?—Some of them, but there are a good many basket women and cotton women.

35746. Have you ever worked amongst the casual labourers at all?—Not amongst the men at all, except just by listening.

35747. Have you any views about the system?—I do not think I know enough about it for my views to be of any value about the men.

Dishonesty of female workhouse inmates. 35748. (*Sir Samuel Provis.*) I see you say in paragraph 47 that there is much ground for complaint of the able-bodied women being dishonest. Does that appear chiefly when they are acting as pauper assistants in the infirmary wards?—Everywhere in the workhouse.

35749. It appears chiefly where they act as assistants?—Yes; everywhere where they get the chance.

35750. Is it impossible to select people who are honest to place in that position?—Almost impossible. One woman who was put in a position of considerable trust stole my things in a shameless way, and I complained, thinking she would be changed; but I was told they all stole and it was better to deal with one you had proved to be a thief than with one you had not found out.

35751. (*Chairman.*) I suppose they look on these things as a sort of perquisite?—Some things; they do not look on personal property as a perquisite; they look on the guardians' property as a perquisite.

35752. Everything they can pick up without being found out?—They know they will not be punished.

35753. (*Sir Samuel Provis.*) Are they never prosecuted?—They are never prosecuted for theft in our workhouses. I think in the case of one or two thefts of money they threatened to do it, but it never came to anything.

35754. (*Chairman.*) I suppose there were no means of making them refund?—No, the money was passed away, and you could not get hold of it.

35755. (*Sir Samuel Provis.*) Do you not think one or two prosecutions might have a deterrent effect?—It is very difficult to get proof, and then the officers and nurses are very unwilling to leave their work and go down to the court, and you cannot trust the word of many of the other inmates.

35756. I meant supposing it was worth while to do it, do you not think that the result of a successful prosecution or two might be that it would deter the inmates in this sort of thing?—It might, but nobody has ever taken the trouble to do it.

35757. You get a certain number of foreigners, do you not?—We do.

35758. Have you any difficulty in getting rid of them afterwards?—Sometimes great difficulty. *Miss J. S. Thorburn.*

35759. How do you get rid of them; do the foreign governments make any payment or the foreign consuls?—Never. 14 Jan. 1907. Liverpool.

35760. Is it done by charity, supposing the people are absolutely unable to look after themselves?—Sometimes it is charity, and once or twice the guardians have had to pay a good deal to get them away.

35761. Sometimes they pay to send them back to the countries from whence they came?—In the case of some negroes we succeeded somehow in getting rid of that party of negroes, but there was a payment of something like £60, I think.

35762. You think one difficulty in the administration is a want of knowledge on the part of one set of officers of particulars which are in the possession of another set of officers?—Yes. Lack of inter-communication by Poor Law officers as to cases.

35763. Have you considered how that difficulty could be met?—I have not.

35764. You have not thought out in your own mind any scheme for meeting difficulties of that kind?—No, because I do not think it would be good for the officers to be leaving their own divisions and talking to other officers about their cases.

35765. If there were some record kept would it not be well that the officers should have some means of access to those records?—It would take so many clerks and mean so much extra cost and expense to keep case papers. The expense of case paper system.

35766. You have not the case paper system?—No.

35767. If you had case papers there would be difficulties in one set of officers reading the case papers, because if the originals were about they might be lost, so they would have to be copied and you think the expense would be very great?—We have been told that the expense would be enormous.

35768. (*Mr. Gardiner.*) In paragraph 39 you tell us that there are respectable ins-and-outs who are engaged in chip selling. Is that what we call in the south, firewood?—They get hold of boxes and break them up and sell them as chips.

35769. Do they ever complain of the competition of the guardians?—Never. We only sold chips once, and that was for a very short time in connection with the stoneyard that was opened.

35770. But the Salvation Army and the Church Army are always selling firewood, are they not?—They are I believe. Effect of Salvation Army and Church Army chopping wood.

35771. Does not that tend to press heavily on these people?—Yes. I thought you meant the competition of the guardians. We only sold chips one winter.

35772. In paragraph 42 you refer to the morally insane. I understood you to tell the Chairman you rather hesitated about detaining them?—Not the morally insane, not the very, very wicked women. Morally insane women in the workhouse.

35773. You would like to detain them in special care?—I do not know whether it matters very much whether they are in the workhouse or in prison; they are always in one place or the other.

35774. Have you any theory as to how you would define who are morally insane?—If a woman has been convicted over forty times or so, and if she has been very troublesome in the house, I think you might fairly say there is something wrong.

35775. It is the number of convictions mostly?—I should think so, and long well known bad character.

35776. I notice in paragraph 37 you say the old women are only waiting for the end, they live more like vegetables than human beings?—They do, it is wonderful. Inertness of aged in workhouse.

35777. Do you not think an increased number of officers might lead to an increased interest in life and so on. I

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noticed when I had the pleasure of visiting at Kirkdale these old women sitting all round the room, and I wondered if you had more officers, whether you could not induce them to do something other than vegetate until they died ?—If they could be given anything to do, like someone reading aloud to them, or teaching them to do knitting. They do not complain themselves, or ask for it.

35778. They do not complain I know, but it is very bad, is it not ?—It is very bad for them.

35779. I suppose practically that administration with regard to the male side does not come under your notice ?—Not much.

35780. Not the sailors' home for instance ?—No.

Proposed detention of ophthalmic children.

35781. (*Dr. Downes.*) You suggest that children with certain forms of eye disease should be detained ?—Yes.

35782. What would you do with the parents ; would you detain them also ?—The parents are mostly outside.

35783. Have you known cases where the children have been taken out because the parents have taken their discharge ?—Sometimes you find cases, but parents are allowed to go out without the children.

35784. You are relieving the child ?—Yes, in the infirmary.

35785. Have you many of those cases ?—A good many.

The question of pauper scrubbers and ward maids in infirmaries.

35786. With reference to those able-bodied women who steal whenever they get a chance, I see that they apparently steal to a great extent in the infirmary and from the sick. In what capacity are they employed there ?—They go up as scrubbers in the morning, and they go up as messengers occasionally.

35787. Have you ever considered the possibility of supplying scrubbers from the outside ?—We have.

35788. Have you tried it ?—No, because we think the difficulty would be very much greater ; we could not search them in the same way, and the bringing in of drink would certainly be greater.

35789. Have you considered the possibility of employing ward maids ?—They are trying that in our new infirmary.

35790. How far is that succeeding ?—Three women from the consumptive ward had to be sent down for being half drunk. We have not yet found out who brought the drink in.

35791. You have not yet found out ?—No, we are not quite certain who brought it in. Of course no one suspects the wardmaids of bringing in the drink, but employing them has not prevented untrustworthy persons having easy access to the wards.

Kirkdale Home for the Aged.

35792. The Kirkdale Home was originally your school, was it not ?—Yes.

35793. Had you to make any extensive alterations to convert it for the old people ?—Yes, and more alterations are being made now.

35794. Do you know what the cost has been ?—I am afraid I could not say accurately ; I should have to look up the book.

35795. (*Miss Hill.*) I suppose your main work is among the women and children ?—Yes, almost entirely.

Charity supplemented by out-relief.

35796. You say that there is a great deal of charity given to the out-relief cases, I think ?—Yes.

35797. Do they divide them, I mean to say, is one set of people undertaken by the charities, and the other by the Poor Law ?—No, not at all.

35798. Do you think the mixture of the two is advisable ?—I do not see how we could prevent it. People will give charity where they choose.

35799. There are a good many charities that are not organised ; and I suppose the Central Relief Society does not do that ?—No, it does not.

35800. Do you happen to know the home for old men, Liverpool. the Seamen's Home, I think they call it ?—I have not visited it for some years, as there are no women there. Provision for aged paupers in the

35801. I did not ask the question when I was there, but I wonder whether the men are let out ; do you know ?—I think they are given a day out once a month. "Seamen's Home."

35802. But they are not let out on other days, are they ?—Not many of them.

35803. What arrangements are there for their exercise ?—The arrangements are not very good as we cannot get any open air yard connected with that place.

35804. You have not been able to secure any ?—No.

35805. So you have nothing but the leads up above, and the small yard below ?—Yes ; but we hope in another year they will be removed to Kirkdale.

35806. That is in contemplation, is it ?—Yes.

35807. Do the members of the Brabazon Society help you ? Are they at work there ?—No, not at that institution. Brabazon Society in Liverpool.

35808. Where are they working in Liverpool ?—In Brownlow Hill, Toxteth, West Derby, and at Kirkdale ; and they are just beginning in the new hospital at Highfield, but they are not properly started there yet. Union.

35809. They are very useful, are they not ?—Yes, they are.

35810. (*Mr. Bentham.*) In paragraph 15 you refer to a Charitable home which is provided for maternity cases ; do you mean a home for the mother to reside in with her baby, maternity or a home for the baby only ?—They take the mother and cases. the baby for so many months.

35811. Is it a special home provided for the purpose ?—Yes. It is provided by charity.

35812. Then you say in paragraph 17 : "The vestry gives a grant after the mother has been three months in the home ;" what form does that grant take ?—It is a grant of three guineas, generally.

35813. Is that put as a subscription to the home ?—No, it is a grant. They have relieved us of the person's keep for so long, and we give them the value of the keep for three months.

35814. That has been sanctioned, so far, has it, and it is quite in order ?—Yes ; we have been told that that is quite right.

35815. (*Miss Hill.*) Is it a certified home ?—I believe it is inspected.

35816. (*Mr. Bentham.*) In paragraph 33 you speak of the special duties of the inmates ; what are those special duties that you refer to ?—One woman really looks after all the bathing in a certain division. Pauper helpers in workhouses and infirmaries.

35817. Does she bath the inmates ?—She looks after the bath-room and sees that the fairly healthy inmates bath themselves. A great deal of the work is done by inmates, under officers, of course.

35818. Have you what are called wards-women in the hospitals ?—No. In the female hospital one old woman remains up all night to carry things for the nurse ; but that is all. She really acts as stoker.

35819. With regard to classification, does the visiting committee or any sub-committee consider all the new classification admissions to the workhouse for classification purposes ?—Some time ago it was arranged that the four relief committees should see all the people that came in for so many days ; but two of them said they could not give the time to it, so only two out of the four do it now. Extent of in Liverpool Union.

35820. Then there is really no classification committee, and it is all left to the workhouse master and matron ?—It is really.

35821. When a person has been admitted, the guardians do not know where that person is placed unless they happen to see him or her on their visits ?—That is so.

Liverpool.
Mr. Chaplin's
Circular of
1900 and
action taken
thereon in
Liverpool.

35822. Then really nothing has been done under the Circular Letter of 1900, which asked guardians to properly classify their inmates?—The respectable old people over sixty are in separate divisions.

35823. But that comes under the old form of classification, does it not?—Yes. There is no classification, for character, of the younger people.

35824. Are you familiar with the Aged and Deserving Poor Circular issued by the Local Government Board?—I know of it, but I cannot say that I am familiar with it.

35825. That suggests that sleeping accommodation in separate cubicles should be provided for them, that privileges should be given them as regards hours of going to bed and rising, that considerably increased liberty should be granted to them, together with greater facilities for visits by friends, that for each inmate a locker should be provided with a key to be retained by the inmate—but the contents of the locker should be open for proper inspection, and so forth. Has nothing of that sort been done?—It is done with a certain number of old ladies of what one would call the first class. There are sixty-nine of them.

35826. Where are those old ladies placed?—In small rooms in Brownlow Hill. I think these sixty-nine old ladies are very comfortable.

35827. Are those what you would call aged and deserving inmates?—A few of them. We think the Kirkdale people are mostly aged and deserving.

35828. Then really, to a certain extent, you have facilities for the proper classification according to character?—With the aged, but not with the younger ones.

Difficulties of
classification :
effect of
segregating
the bad
characters.

35829. Is it not in the hands of the guardians to make what arrangements they please so far as the proper classification of the younger ones is concerned?—I suppose it would be, but we have not got the room, and the officers tell us that if you take away all the good women it will be almost impossible to control the bad ones in the place.

35830. The good ones, then, influence the conduct of the bad ones?—In the sewing-room, I am told, that if you had all the bad ones together they would be fighting all the time, and so you have to put the decenter ones between the others to keep them quiet. In my use of the word "bad," here I include badly behaved as well as wicked. Some of the most troublesome to manage are not quite sane.

35831. That arrangement is rather bad for the decent women, is it not?—It is very hard indeed.

Charity
supple-
mented by
out-relief.

35832. You say in paragraph 67, "Nearly all persons on out-relief receive charity as well, indeed some of our charities practically refuse to help people unless we give them parish money first"?—Yes, our officers tell us so.

35833. I think you heard the evidence of Mr. Ball this morning?—Yes.

35834. He said the contrary; he said that they did not give relief if they knew that assistance was being given to them by an organised charity?—I think he was referring to the Charity Organisation Society.

35835. Does not what is called the Central Relief Committee give relief to cases that you are relieving?—No, it does not.

35836. Then that is perhaps what he meant. As a matter of practice you do not give outdoor relief to cases that have been dealt with by the organised charitable societies, do you?—I think we do. For instance, seamen's widows get so much a month from the Seamen's Society, and we give them outdoor relief for their children, too.

35837. I was of course excepting the almshouses where you give relief, too.—Yes, I understood that.

Relief of
widows with
children in
Liverpool.

35838. (Mrs. Webb.) I want to ask you whether you could give me any rough sort of idea of how many widows with children you have on your outdoor list?—I am afraid I cannot, because I have only to do with one of the four relief districts.

35839. Could you give us any of your experience with regard to widows with children; for instance, do you

think it is satisfactory to give them outdoor relief?—I do not think it is, because there are a fair number of cases in which it has to be withdrawn after a time.

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35840. What has happened?—The mother's character has not been satisfactory.

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35841. What is your exact procedure when a widow comes up to ask for relief for her children? How far do you have any systematic investigation and inspection of the case?—The officers visit and get all the information they can. We make enquiries whether the children are kept regularly at school, [and then we always give the relief unless there is something exceptionally bad in character.

Relief of
widows with
children in
Liverpool.

35842. You would always give it, do I understand, unless there was something exceptionally bad?—Yes.

35843. You would not consider whether the child would be better off in a Poor Law school, would you?—I think nearly all the children would be better off in our schools.

35844. But you do not see your way to refuse relief unless they bring them into the schools?—No, not if the mother is a fairly decent woman.

35845. What do you really think about it, because it is a very serious business, and there are 200,000 of these children?—I do not think the mothers would give the children up; and there would be a popular outcry if we forced them.

35846. Have you got any suggestion to make?—I do not quite see what suggestion can be made. Possibly more relief might be given, but I do not see what more we can do. We see the school books, and if the children are not kept at school the relief is stopped at once.

35847. They might be being brought up under shockingly bad influences?—If we have reason to think there is anything distinctly wrong we should stop the relief.

35848. As regards the amount of relief, I have had evidence that certainly in some cases the children suffer from want of food, or from want of proper relief to nourishment; do you think that ever happens?—I have never known any such case of my own knowledge; but children it might happen without my knowing it.

Question of

35849. Of course, on the face of it, you are not giving enough to nourish those children because you are only giving 1s. or 1s. 6d.?—We give 1s. 6d., and then there is 6d. worth of food given. (In reply to this question the witness subsequently wrote: "On going over some cases, I find that the 1s. 6d. often includes the food.")

35850. That is 2s. with nothing for the mother, but that is not enough?—No, it is not.

35851. Nourishment cannot be obtained on those terms, with rent and clothing?—But then you see they are always getting things from so many other sources. I have one case here where we give 8s. a week, the mother earns 10s. and she gets 8s. a week from the Seamen's Society; that is 26s. altogether.

35852. That of course is a very handsome allowance; but do you make no difference between the mother who is earning 10s. a week and getting another 8s., and a woman who is getting nothing? Supposing a woman has five children, two of them little babies under two or three years of age, she cannot earn anything, at least she ought not to?—We should probably give something extra until the youngest child was two or three, and then we should expect her to work certainly.

35853. Supposing she could not work, or supposing she was incapable of doing more than looking after the five children, which is rather a handful; what would you do then?—Some cases have occurred in which the women have given up out-relief, and said they would rather come in with the children.

35854. Would you wait for that?—I think we should wait for that. Then if the woman came in and remained discharged for some months, we should let her go out without the children, charging her perhaps 1s. a week, so as to have some sort of hold on her. We have done that in several cases.

Widows
discharged
from
workhouse
without their
children.

Miss J. S.
Thorburn.

35855. So that you have practically taken the children to board at 1s. a week ?—Yes.

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35856. (*Mr. Lansbury.*) Have you the Brabazon Society in your workhouse ?—Yes.

Liverpool.
Brabazon
work and
need for its
extension.

35857. Would not an extension of that work get over the difficulty you have with these old ladies who are doing nothing ?—That does work at Kirkdale a little, but it is very difficult to get enough ladies to work it and to come regularly.

35858. But it is really an extension of that that you want, is it not ?—It would be very useful. It is very difficult to get enough ladies. We could have fifty more with advantage if we could get them.

35859. Could it not be organised by officers who gave their whole time to it if you could not get enough voluntary people ?—I do not know whether the board would stand our engaging officers to amuse the inmates. I do not think they would.

35860. Or to teach them things which would, I suppose, be amusement ? Do you not think that would be better than leaving them in this sort of way ?—I am afraid our board would not stand it.

35861. You say it is not a good thing for them to be in this position ; but they have no option if you leave things as they are, have they ? There is nothing for them to do but to simply fold their arms and wait for their meals ?—We find that we have to coax the old ladies to do the Brabazon work. Most of it is done by the men, who are much more willing to do it than the women, because the women think that if they show that they can do a little knitting or fancy-work they will be asked to do something for the house.

35862. Do not your old ladies do something in the way of mending ?—Some of them do something, and some do not like it.

35863. Is there not a rule that those who can shall ?—If an old woman over sixty-five says her sight is bad, and she cannot see, you cannot very well make her do it.

35864. I admit that ; but they are not all like that ?—No. They do a good lot.

35865. If you had more Brabazon women, they could do a great deal more perhaps ?—They might be coaxed to do a little more ; but it is among the men that this great increase of work would be if we could get the ladies.

Expense of
case-paper
system and
difficulties
attending it.

35866. As to not knowing the character or the history of cases as between one department and another, have you seen the case-paper system, and have you thought anything about that ?—I have heard about it. I have not seen any place in which it was worked so as to know the details of it.

35867. It occurred to me when you were speaking about that point, that you might have the original papers kept in the office, and then a copy sent to each department with the remarks of the department on a person when moved to another place. That would get over the difficulty altogether, do you not think ? It does not seem to me that it would be very expensive either ?—I am afraid it would be with all our institutions, and with, we may say, 5,000 people, and many of them coming in and out.

35868. Once you get the case-paper system established it would be very easy, because it would simply be something for an officer to write in ?—Mr. Hagger has always told us he thought it would not be practicable ; and, what is more, I find that when officers have to put a thing down in writing they very often do not tell you one-quarter of what they know.

35869. That is because we do not make the officers do their duty, is it not ?—No. I think they will tell you a

thing in private conversation which they will not put down in writing, when they may be expected to prove it.

35870. I am wondering whether it is of very much value if it is not good enough to put down in writing ?—We find our officers are extremely unwilling to say anything to anybody's discredit officially, because the person may have a friend on the board and they will be required to prove it, and it may be very difficult to get the proof.

35871. You give outdoor relief, of course, in your union ?—Yes.

35872. But the person who gets outdoor relief must always have something coming in, I take it, besides the relief you are giving ?—We are sure that they must.

Undeclared
means
assumed in
giving out-
relief.

35873. Do you take care that they must have more coming in ?—No, we do not take care ; they manage that themselves.

35874. I beg your pardon ; it is the manner in which I put it. Do you take it for granted or do they give some evidence that they have some income besides what you are giving ?—We know they could not live on what we are giving.

35875. Therefore you think that the relief you give is adequate for the maintenance of those people ?—They are visited about every eight or ten days, and if the officer sees any signs of real want he give casual relief and reports it, and we give a trifle more next time.

35876. (*Mr. Russell Wakefield.*) In paragraph 67 you say, "The idea is that the parish keeps the people from destitution, and the charities then come in and make their lives comfortable in a small way." The amount of relief that you give would not keep them from destitution, would it ?—We generally find that if an old woman had 2s. 6d. she can get enough extra to get on with if she is able to get about at all.

35877. From the charities, do you mean ?—Yes, and from her work and her friends.

35878. The point that occurred to me was, that when you say the idea is that the parish keeps the people from destitution that is not done out of the relief that the parish gives, because they are not kept from destitution by the 2s. 6d. a week, which would not keep anybody from destitution ?—I think we have thought that if the person was fairly strong it did. If they are older they get up to 3s. 6d. and 4s. or 4s. 6d.

35879. Does it depend to some extent upon age ?—It depends upon age and physical capacity.

35880. Then when you come to the 2s. 6d. a week, do you presume there is going to be a certain amount of work done by the person to whom that is given ?—Yes.

35881. But if you give 4s., you presume that either by age or from want of charity they are incapacitated from doing anything to help themselves ?—They may be doing a little perhaps.

35882. It is the parish plus their work which keeps them from destitution ?—Yes.

35883. (*Mr. Booth.*) In effect, the small allowance from the parish is given assuming that other resources of one kind or another will keep that person going ?—Yes.

35884. And I gather you watch the case so that if that is not so, and destitution supervenes, you can either raise the allowance or offer the house ?—Yes. We should certainly raise the allowance unless the person was incapable of keeping herself clean and so on.

35885. At any rate, that small allowance which the parish gives is sufficient to deal with the case from that point of view ?—Certainly.

Mr. HARRIS P. CLEAVER, called ; and Examined.

Mr. H. P.
Cleaver.

35886. (*Chairman.*) You are the Clerk to the Guardians of the West Derby Union, I think ?—Yes.

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35887. You have prepared a statement which is subdivided into various heads, which we can take as your evidence-in-chief if you will hand it in ?—Yes. (*The Witness landed in the following statement.*)

CLASSIFICATION.

1. Having for many years been a strong advocate of the Combination scheme of combination of unions for the better classification of unions for purposes of classification, of unions for purposes of classification, I am very pleased to notice the apparent greater desire on the part of guardians to commend the system.

Liverpool.
Combination
of unions for
purposes of
classification.

2. I am convinced that its application would in a great measure solve many of the difficulties of the Poor Law problem.

3. Poor Law guardians are now called upon not only by the Local Government Board, but by public opinion, to effect a more perfect classification of the indoor poor and generally a higher state of efficiency is demanded as more in accord with modern ideas.

4. In the case of the large unions this is generally provided, but the smaller unions, by reason of the expense and also the smaller number of cases to be dealt with, are precluded from dealing with the various classes of inmates on the most approved lines.

5. Given a desire to deal with the question, I fail to understand that the difficulties of administration are in any appreciable degree a bar to its adoption.

Objections to
larger Poor
Law areas:
the visits of
paupers,
friends, etc.

6. It is sometimes urged that it will create a hardship if cases are removed from their immediate district; but in these days of greater facilities of travelling, this is hardly an objection other than sentiment. The better treatment of special cases by special means far outweighs any slight inconvenience to the relatives. Experience goes to show that in some cases, especially as regards the children, the influence of the relatives is very undesirable, and the removal of such cases would be a distinct advantage.

Failure to
use existing
power of
combination
between
unions, and
its causes.

7. The great difficulty regarding the adoption of the scheme is due to the mistaken attitude of many of the smaller unions who, through motives of jealousy, refuse to co-operate with the neighbouring unions. If some guardians could be persuaded to take a more comprehensive view of the important duties of their office and overcome the parochial spirit so often displayed, the difficulties of dealing with many of the problems would be easily surmounted.

8. The existing law provides for the operation of the system either by the establishment of joint boards or mutual arrangement with the sanction of the Local Government Board. It is not an experiment, but is at present in existence in the case of many of the larger unions, with great benefit to the class of cases relieved and to the ratepayers of the unions combined.

Combinations
of unions for
special pur-
poses in and
near Liver-
pool.

9. In this district the following arrangements are at present in operation:—

Joint Hospital Committee, comprising Liverpool, Toxteth Park, and West Derby authorities for the open air treatment of cases suffering from tuberculosis.

By mutual arrangement the Liverpool parish send able-bodied cases to the West Derby Union Workhouse. Children remanded by the magistrates are also sent to the special children's school belonging to this union.

Toxteth Park children remanded by the magistrates are also maintained in the West Derby Union School.

Prescot Union have for many years had about seventy of their children in the cottage homes at Fazakerley belonging to this union.

The new vagrant wards adjoining Belmont Road Workhouse provide for the reception of vagrants from Liverpool and West Derby.

10. The above arrangements are provided for by special agreements which have received the sanction of the Local Government Board.

Scheme of
combination
between
Liverpool and
West Derby
for dealing
with imbe-
ciles and
epileptics.

11. A further scheme for the better accommodation of imbeciles and epileptics, whereby Liverpool parish undertake to provide for all epileptics of both authorities and West Derby for all the imbeciles, has been submitted to the Local Government Board for their sanction.

WAIVING OF SETTLEMENT AND ITS RESULTS.

12. I feel strongly that the abolition of the law of settlement would act very unfairly in regard to the ratepayers of this union. The populous districts situate in the county boroughs of Liverpool and Bootle with great docks, warehouses, and industries attract large numbers of the unskilled labouring classes from all parts of England, Wales, and Scotland, and particularly Ireland. Many of these become inmates of the workhouse.

13. This union, possessing a modern equipped infirmary, and up-to-date workhouse, with a large staff

of efficient medical gentlemen and trained nurses, cannot but be an attraction to many requiring treatment, and cases have been known to have been brought from distant parts to be treated in the infirmary.

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14. The West Derby Union, having an extensive dock area is also largely affected by the landing of destitute persons from foreign parts, many of whom have impaired intellects.

Liverpool.
Objections to
abolition of
settlement.

15. But for the existing law of settlement and removal, this union would be mulcted in considerable expense in maintaining cases that have had no connection whatever with the district.

16. As evidence of this contention, may I point out that during the past five years 1,172 orders of removal to other unions have been obtained, whilst in the same period only 455 orders have been made on this union.

With these figures before you the enormous saving to this union will be obvious.

17. Whilst I am opposed to the abolition of settlement law, I am strongly in favour of its simplification and the avoidance of expensive and unnecessary litigation. I consider that it would be a great benefit to abolish the appeals to the Court and to constitute the Local Government Board as sole arbitrator between unions, as in the case of Scotland.

Need for
simplification
of Law of
Settlement
and decisions
thereunder.

18. The removal of lunatics between England, Scotland and Ireland, the question of divided parishes, and the case of temporary medical relief breaking a settlement, are among some of the anomalies requiring adjustment.

19. With regard to the objection to settlement on the ground of hardship to the poor, I am of opinion that in actual practice it does not exist, but that on the contrary it is often of great benefit to the people themselves to be removed to their own districts where they are among friends.

20. At the same time it would be an advantage if the guardians were compelled to continue the relief as non-resident relief to suitable cases. Many unions do this, but there are some who refuse, and require the cases to be removed.

Propose
abolition of
option to re-
fuse non-
resident
relief

RELIEF TO CHILDREN WITH RELATIVES.

21. As a main principle, I believe in endeavouring to maintain and preserve the family life, and in the case of widows with children who are relieved outside the workhouse I think it is very advisable that the women should be encouraged to maintain and train their own children.

Relief of
widows with
children.

22. In special cases where a widow is left with six or eight children of tender years, it would probably enable her to keep a home together if two or three were removed to the cottage homes, but from practical experience I would in no case advise that women, especially unmarried ones, with one or two children, should be relieved of the care of them.

23. In such cases, if the restraint that the duty and responsibility entails is removed, the effects are often disastrous.

24. In many cases, orphan or deserted children who have been maintained for many years in the cottage homes and have been placed in service or other means of earning their own living, the interference of relatives is most trying to the guardians and hurtful to the children.

25. Frequently the relatives not legally liable, and in many cases never previously interested, suddenly turn up when the children are of a monetary value and evince an interest which is often a great disadvantage to the children. The guardians are constrained to adopt various means of circumventing these undesirable influences, to prevent the good being undone, and would welcome additional powers.

Undesirable
interference
by relatives
of Poor Law
children.

Need to
retain and
increase
control of
Local
Government
Board.

SUPERVISION OF LOCAL GOVERNMENT BOARD.

26. The supervision of the work of unions by the Local Government Board tends to greater uniformity, and is productive of much good. I am strongly of opinion that it should be retained and with the exception of a few minor matters should be increased rather than diminished.

27. I cannot praise too highly the value of the representatives of the Local Government Board in their inspectors.

Value of
Local
Government
Board's
inspectors.

Mr. H. P.
Cleaver.

14 Jan. 1907.

Liverpool.
Proposed
greater
freedom to
guardians to
appoint
minor
officers.

inspectors. Their advice and assistance have been most valuable, and I am persuaded that they are most important factors in good and efficient administration.

28. The appointments of the more important officials should be under the sanction of the Local Government Board, but the frequent reports and sanctions of junior officers might with advantage be avoided by the Local Government Board approving of a scale such as exists in this union in the case of nurses and foster mothers. In place of reporting each appointment, the guardians are empowered to appoint and pay according to a scale sanctioned by the Local Government Board.

SYSTEMS OF OUT-RELIEF.

Objections to Superintendent Relieving Officer.—Rules and their Value.—Scale of Relief.

Objections to 29. I am not specially enamoured in favour of the superintendent relieving officer, though I have no particular objection to urge except that if the clerk to the guardians is actively engaged and in touch with the work, the office of superintendent relieving officer is unnecessary.

Advantages 30. Providing relieving officers are carefully selected and of system of have by experience proved themselves efficient officers, I consider that they should not be unduly hampered by officious interference which frequently leads to friction. The system of cross visiting, and supervision from the clerk's department by those who are directly in touch with the views of the guardians is more likely to lead to efficient administration than departmental schemes.

"Bye-laws" 31. I am in favour of the main principles of relief being as to relief governed by rules, and the following regulations in force in West Derby Union, in this union are, I submit, practical and useful.

WEST DERBY UNION.

Regulations for the Administration of Relief.

Except in cases of aged persons or of chronic sickness, no order for out-relief shall be given for a longer period than eight weeks.

Out-relief shall be refused to the following classes of applicants for relief, as far as practicable:—

- (a) Single able-bodied men.
- (b) Able-bodied men without children, or having only one child to support, except in cases of sickness.
- (c) Able-bodied men with families residing in furnished lodgings, except in cases of sickness.
- (d) Men of improvident or vicious habits, except in cases of sickness.
- (e) Men with families where there is reason to believe that they are of drunken or immoral habits except in cases of sickness.
- (f) Single able-bodied women.
- (g) Able-bodied widows without children.
- (h) Married women (with or without families) whose husbands, having been convicted of crime, are undergoing a term of imprisonment.
- (i) Persons residing with relatives where the united income of the family is sufficient for the support of all its members, whether such relatives are liable by law to support the applicant or not.
- (k) Widows with children, during the first six months of their widowhood, if on the death of their husband they receive money from a club, which in the opinion of the committee was lavishly spent in mourning or funeral expenses.
- (l) Any person who fails to satisfy the committee that their destitution has not been caused by improvidence or intemperance.

Objections to 32. I am not in favour of a scale of relief excepting scale of relief. perhaps in a few special cases. I believe in each case being dealt with on its merits. Few cases are alike in all particulars, and a set scale would operate unfairly.

ELBERFELD SYSTEM.

Objections to 33. As I understand it, the main principle of the Elberfeld System is to grant relief through voluntary agencies.

I am persuaded that it would be impracticable, owing to the fact that such agencies could not be held responsible.

34. The existing Poor Law officers are not only morally but legally responsible for the carrying out of their duties.

35. Voluntary agencies undoubtedly are very self-sacrificing and do a great deal of good, but I do not think that they are able to undertake and maintain the many and exacting duties devolving upon the paid officials.

36. I am quite in accord with the fullest co-operation with all voluntary agencies and I am pleased to say that the system is carried out in this union with great benefit to all concerned.

ROMAN CATHOLIC CHILDREN.

37. I feel that it is the duty of the guardians themselves to provide for the maintenance and training of these children, having due regard to their religious beliefs.

38. In this union the children have for upwards of twenty years been maintained, and beyond the question of special arrangements for the observance of their religious rites no distinction is made.

39. This arrangement has met with the entire approval of the Roman Catholic members of the board and also of the Roman Catholic community in the district.

40. The Roman Catholic schools now existing for Poor Law children are excellent institutions but I submit, that it is the duty of the guardians to make the provision themselves, and if other boards had made provision such as this union I cannot help thinking that the special Roman Catholic schools would not have been provided by outside agencies.

35888. (Chairman.) As regards the first head, I see you are strongly in favour of classification, and you think the objection which is urged against it, that relieving officers would find a difficulty in visiting the different institutions, is an over-stated objection?—I think so.

35889. Looking at the immense difference between the classes of persons who are recipients of Poor Law relief you see no way of properly dealing with them unless classification is pushed a good deal further than it is at present?—I see no chance of proper classification taking place unless by means of combination.

35890. You have combined with the neighbouring unions to a certain extent; do you know what the financial effect of those combinations has been? Has it been to put up the rates?—No, it has not. The effect has been to reduce the rate; the cost has been smaller.

35891. Of course it enables you to make a much more satisfactory arrangement?—Much more satisfactory.

35892. Assuming that the areas were extended with the view of establishing classification, is it your experience that if it is properly done it would not increase the total cost?—Certainly.

35893. It would have the opposite effect, would it?—Yes.

35894. As regards settlement, I gather you do not think it would be possible to abolish it altogether without inflicting considerable injustice on certain unions, notably so on your own union?—Yes. In a seaport union I think it would be detrimental to the interests of that union.

35895. You have a legal remedy as regards aliens now, have you not?—We have.

35896. These orders of removal to other unions which you mention in your statement are exclusive of aliens, I take it?—They are.

35897. Going back to the point I left, namely, classification, I suppose it is possible that if a number of rural parishes were combined the rate for institutions might run up?—Per institution, do you mean?

35898. If you classify institutions and combine a number of rural parishes, would not the result probably be that there would be more people in institutions than there are now?—If a proper classification were made, that would lessen the number of institutions and consequently the cost would be lower.

35899. If you classify you would come down much more heavily on the wasters and ne'er-do-weels, would you not?—I am quite sure that at the present time the unions possibly may be working in an economical way, but they are not working in a manner to conduce to the carrying out efficiently of the Poor Law.

35900. You express a very strong opinion about the advantage of keeping children with their relatives, and

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effect of
combination
of unions for
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- Liverpool. that opinion is rather in the teeth of some of the evidence that we have had. Your contention is that if the parent is relieved from all responsibility during the immature years of the child, the parent tries to grab hold of it when the child is capable of working?—Yes. There are many such cases.
35901. If a woman was of that tendency and only wished to make something out of her children, might she not, as was suggested, either maltreat or rather starve her children before they arrived at the age at which they could work?—I am afraid I could hardly answer that question. I do not know of any such cases.
35902. As I understand it you would prefer to give larger out-door relief to widows with a certain number of children, than to take two of those children and put them in Poor Law institutions?—I think it is a great mistake to take away from a parent who is of good character her children, upon the ground that it may be more economical in the opinion of the guardians to take the children away.
35903. You believe, then, in the development of the maternal instinct?—I do.
35904. That is the result of your experience, and you have been a long time, have you not, at this work?—I have been clerk for twenty-seven years.
35905. Although there are cases where mothers try to make what they can out of their children, you think those are rather the exception than the rule?—Yes, I think those cases are rather over-rated.
35906. Should you say generally that the mothers prefer to keep their children and a roof over their heads?—I know of a great many cases where the parents are most anxious and most willing to keep their children, and in my opinion would keep them well, but the guardians in some instances think it better to take those children away and to send them into the homes. Of course I am only speaking now from an official's point of view, and I cannot speak from the guardians' point of view as to their reasons for doing it; but at any rate it is not done under my advice.
35907. If your policy was given effect to the scale of relief would have to be raised, would it not?—It would considerably.
35908. You would say, I suppose, speaking generally, that the scale of relief in West Derby is somewhat low?—Yes. I cannot speak too strongly on that matter. I think if out-relief is to be given it should be adequate. If out-relief is not to be given, then let them be dealt with by being sent into the house. I find that the average out-door relief given in the West Derby Union—I am ashamed to own it—is 3s. per week. That, the guardians are of opinion, is granting adequate relief; but really it is only making up the deficiency that has been created by charitable people and others, and it is not dealing with a case as it should be dealt with.
35909. What do you put the rent of these cases at?—As a rule I should say that the relief of 2s. 6d. practically covers the rent, and I do not know what they are to live on after that.
35910. When this small sum is given rather as a sort of conscience salve, is not the result, from the judicial point of view, unsatisfactory, because the cases are not thoroughly gone into?—The difficulty is that the class of men granting relief do not see through the same spectacles as myself in this matter. They consider that as long as they can salve their consciences by giving out-relief of some sort they have dealt with the case; but whether that is satisfactory or not I think it is for others to decide. I consider there are numberless cases in the West Derby Union who ought to be receiving considerably more than they are receiving; but it is very difficult to get guardians to understand that it is better to have 500 on out-door relief at 7s. 6d. than 1,500 at 2s. 6d.
35911. Do the relieving officers hold your view?—I think they hold my opinion. If I may allude to it, I find there is one case in the West Derby Union receiving 15s. a week and one receiving 10s. a week, but the average is 3s. per case.
35912. (Mrs. Webb.) Might we ask what the 15s. case is; is it a case of a widow with children?—I am afraid I have not got the particulars of it. These returns were sent up to me and so I cannot say. It is sure to be the case of a family, I think.
35913. (Chairman.) You do not like the superintendent relieving officer do you?—I have nothing very much to say against the practice of appointing superintendent relieving officers, but I consider that it is inadvisable for the guardians, as they very often do in unions, to appoint the senior relieving officer, whether he is suitable or not, to be superintendent relieving officer at a small increase of his salary. I think it would be much better to deal with the matter, if I may suggest it, as it is dealt with in the West Derby Union, namely, by having cross-visitors who are unknown practically to the relieving officers, and who visit all new cases as they arise. I have no great feeling against the superintendent relieving officers at all. They may in some instance be very useful, but in the West Derby Union we have a pay clerk as well, who pays every case of outdoor relief and who, if the people are sick, takes the money to their houses and delivers it to them there.
35914. There is no settlement between you and the neighbouring unions of Toxteth and Liverpool, is there?—On that point I wish to correct a statement which I think was made this morning. The three clerks of the three unions came to an arrangement by which no removals were to take place between the three unions, because we were combining for a great many purposes. But when it came to the question of tramp wards Toxteth Park could not see their way to joining with West Derby and Liverpool with regard to the tramps, and consequently we could not see our way to keep on with that arrangement, because the people in the tramp wards, if they became sick and had to go into hospital to be treated, became a great expense to us, and we had to protect ourselves. If Toxteth had agreed about the tramps this arrangement would have still been in force. Liverpool and West Derby make no orders upon each other.
35915. Assuming a case is removed from Liverpool to West Derby, would the out-door relief be continued?—If such a case was transferred, certainly; but we should not renew it without enquiring into it.
35916. That rather assumes that the scale of out-door relief is much the same in both parishes?—Practically it is. I think possibly West Derby may be a little higher than Liverpool. I should put Liverpool at 2s. 6d. a week and West Derby at 3s. I think that would be about it.
35917. As regards the Elberfeld system, I see you doubt its practicability on two grounds, first that you would not get sufficient people to work it, and secondly that you would not be able to make them sufficiently responsible?—That is so.
35918. Does your board of guardians work with the charitable institutions?—It works thoroughly with the Charity Organisation Society. We are entirely in harmony with them. They are of very great assistance to us, and I think we are of assistance to them. They deal with a great many widows with children, getting them into factories and so on. If we have cases that we think are just bordering on poverty we send them down to the Charity Organisation Society to see whether they can help us by keeping them off the Poor Law; but in many instances we give the case relief before it is sent to the Charity Organisation Society.
35919. You relieve first and you refer afterwards?—Yes. If it is a case that can wait for a few days perhaps we should not grant the relief, but generally speaking a person would be relieved prior to being sent to the Charity Organisation Society.
35920. On the other hand, I suppose you do sometimes transfer cases which you do not think proper cases for Poor Law relief?—Yes, there are very many such cases.
35921. Has the Act of 1894 made much difference as regards the status of boards of guardians?—It has made considerable difference.
35922. Do the committees represent the different wards or districts in which they give relief?—It is an unwritten law in the West Derby Union that the chairman of a quorum sitting in a particular district shall not be a representative of that district; but, as you are aware, the

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West Derby pay clerk and his functions

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Objections to Elberfeld system.

Co-operation of guardians with Charity Organisation Society.

Effect of Local Government Act, 1894, on class of guardians

The question of guardians administering relief to their constituents.

Mr. H. P. Cleaver. guardians cannot always attend, and I am afraid that rule is very often abused. But still it is a law that they do not sit for the township that they represent.

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35923. (*Mr. Bentham*) That is as chairman of the relief committee only?—Yes. There may be two members on the quorum who may be representatives of the district, but the chairman who is appointed by the guardians cannot be representative of the district in which he sits.

35924. Do the other members of the committee usually live in the district?—No. The majority of the quorum must not live in the district; there must be a majority of the other guardians.

35925. (*Miss Hill.*) Does that mean on the committee or in attendance?—On the committee. I am afraid that not many attend who are not on the committee.

35926. Supposing those who represent the district are the only people present, can they carry through the business?—They could do it, certainly.

35927. I mean they would if the others were absent, would they not?—I really never remember such a case arising. I dare say they would do it.

Advantages of combination of unions and question of best size for Poor Law areas. 35928. (*Mr. Booth.*) As I gather, you consider that an enlargement of the area of combination of unions would both add to efficiency and be economical?—I do.

35929. Have you formed an idea of what is the size that you would aim at—the number of population that you would aim at in one administration?—I hope I may not be misunderstood. I do not suggest for one moment the swallowing up by the larger unions of the smaller unions. I mean a combination of unions in this way: For instance there are Liverpool, West Derby, and Toxteth Park; we have three sets of cottage homes and three sets of administrations all situate in the West Derby Union, whereas one set of cottage homes would be ample for all three. I do not suggest for one moment doing away with a union. I say that the local knowledge is very useful, but I also say that if unions would work together who naturally can combine for certain purposes, there would be much better classification.

35930. What amount of population aggregated together in that way would you think desirable in order to arrive at the greatest economy if they can work together?—I am afraid I have never considered that question.

35931. Take, for instance, the case of Liverpool; assuming that West Derby, Toxteth Park, and the Liverpool Vestry are combined, would you wish to bring Birkenhead into the same circle?—I think that the area of Liverpool, West Derby and Toxteth Park would be large enough.

35932. And that there would be no advantage in including Birkenhead?—That would entirely depend upon the accommodation that was given.

35933. There would be no advantage to the Liverpool side, but it might be an advantage perhaps to Birkenhead to be united with so large a body?—It might be an advantage to them, but I do not think it would be any advantage to the three unions of Liverpool.

35934. That is to say, you think their population is large enough?—Yes.

35935. But you have not thought out what degree of enlargement would be desirable?—It would so entirely depend upon circumstances and upon the number of children and the number of poor to be dealt with. I do not think the population is everything. The pauperism in the West Derby Union is 18 per 1000, but it might be different in other unions. I can hardly answer your question I am afraid.

Undisclosed means assumed in giving out-relief.

35936. With regard to out-relief, is it your ideal that the amount of out-relief given should be adequate in the sense of not being supplemented at all from other sources?—I do not say that. I think it is absolutely impossible to find out what comes into a poor person's house. I think in a great many instances guardians guess at the amount that is coming in and think that because there are charities in the neighbourhood these people must be getting some of it, whereas in some cases I fancy they do not get quite as much as the guardians imagine they do.

Inadequacy of out-relief in West Derby.

35937. Have you any system to suggest other than, in effect, guessing?—I would certainly suggest that the guardians should, in the first place, grant sufficient relief without taking into consideration what they may imagine is coming into the house, unless they have a

perfect knowledge of it. Then if they found out that Liverpool more is coming into the house than they imagine, they can either reduce the amount or deal with it in any way they see fit. I find that the guardians at the present day do not err on the side of giving the advantage to the applicant for relief. They err on the side of being very strict as to the amount. They think that if they give 2s. 6d. or 3s. a week they have got rid of the case.

Inadequacy of out-relief in West Derby.

35938. And they leave it to take its chance?—Of course there are inquiries made into the case. It is a strange thing that these people manage to exist—I do not know whether it is living, but they do manage to exist. I have had a great many before me and have tried to get out of them how they do live upon it. They manage to breathe.

35939. Would you differentiate the amount according to what, after inquiry, was believed to be the amount of outside help?—I would.

35940. So your system would involve very close inquiry?—It would. We find continually now through effect of our cross-visitors that the amount of relief has to be increased or lowered; but the difficulty is to get the guardians to accept that view. They think the person has managed to live for six weeks upon 3s. a week, and might therefore as well live for six months upon it.

35941. Would the result of the sort of strict investigation which you suggest be to decrease altogether the number who get it?—I think it would be the means of increasing the amount and lessening the number. I believe that out of the many thousands that we have on outdoor relief there are a great number of them who would be much better without it; and I believe there would be found to be a great number who would deal very properly with more money if it were granted to them.

35942. And you do not think it is beyond the possibilities of careful inquiry to get correct information?—ascertaining I think it is absolutely impossible to get to know exactly what comes into a house. You may have a woman who has been a servant in a respectable family and her fellow-servants send her old dresses, and so on. You do not know what they get. You have ladies giving grocery tickets, and you cannot find that out. You may get some sort of idea, but it is very difficult to ascertain exactly what comes into the house.

Difficulty of ascertaining total means of applicants for relief.

35943. In that case how are you to wisely decide how much to give?—We find out as well as we can. I would rather err on the side of not taking into account something that I do not know is being received. I would rather err on the side of giving the people a little more until I find that it is not necessary—if out-relief is to be given at all.

35944. Would you rather not give it?—I certainly would be very sorry to see out-relief done away with. It would be absolutely impossible to do away with it. There are thousands of cases where it would be nothing but little less than cruelty to deal with them in any other way. I say out-relief cases ought to be dealt with very carefully; and if they are found to be deserving I think they ought to have adequate out-relief.

Objection to abolishing out-relief.

Out-relief should always be adequate.

35945. And you would arrive at that by continual watching?—Yes.

35946. (*Mr. Russell Wakefield.*) May I take it from what you have said that your idea is that what the parish gives should keep people from destitution?—Yes.

35947. You would, as far as possible, ascertain what it is possible for people to live upon in the district, and that should be the amount of relief given in a deserving case?—Yes.

The criteria of adequate relief.

35948. (*Mr. Booth.*) Irrespective of every other resource?—No, certainly not; I did not understand that that was suggested.

35949. (*Mr. Russell Wakefield.*) In the first place, then, you would take into consideration such things as the possibility of children doing something, and such legitimate resources as that?—Yes.

35950. But what you would not take into consideration is the uncertain product of charities?—That is so.

35951. You would have, would you not, to discriminate much more closely with regard to applicants if you are

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going to reduce the numbers under that system?—Yes, undoubtedly.

35952. Would it be fair to gather from your statement that the difficulty in the matter would be the class of guardian who has the administration of this outdoor relief?—The difficulty is in getting uniformity in the granting of outdoor relief. Of course every case has to be taken on its merits, but there are many cases that are exactly alike, and I do not think you will find that all these cases have been treated exactly alike.

35953. The guardians take, as you say, too parochial a view of the case?—Yes.

35954. And certainly not sufficiently comprehensive?—Yes.

Scheme of
combination
between
Liverpool
and West
Derby for
dealing with
imbeciles
and
epileptics.

35955. In regard to the scheme for the better accommodation of imbeciles and epileptics to which you refer in paragraph 11, may I ask whether that is in print?—That was a scheme which was entered into between Liverpool and West Derby, by which Liverpool, having ground at Maghull, should build for epileptics, and West Derby should make accommodation for imbeciles. That was to save our having two buildings for epileptics and two for imbeciles. Unfortunately the Local Government Board found some legal difficulty in our scheme and they have, up to the present, refused their sanction. Had the West Derby Union built more accommodation than they required for their imbeciles they could have then offered to give that available accommodation to Liverpool; but they did not wish, if I may use the expression, to hoodwink the Local Government Board by making that accommodation and then letting it off to Liverpool; so they went to the Local Government Board and asked them whether they would sanction this scheme, but up to the present they have refused their sanction. Still, we hope that we shall have that accommodation, which is urgently needed.

35956. That is one of the cases in which you think combination is specially desirable, is it not?—It is. We feel that we could make better accommodation in that way than if both unions made their own separate accommodation for each class.

35957. And probably you would give a better chance to the patient?—A much better chance.

Relief of
widows with
children.

35958. With regard to the parent keeping the children under her own control, is not one of the difficulties in the way of that that she would be likely to start her child to work earlier in its life than the child would be started by the Poor Law authority? Would not the temptation be to get at the earnings of the child?—I do not like to feel that that is a probable contingency, but it is very possible.

35959. I was only thinking that there might be a very struggling case in which it would be desirable to get a wage-earner as soon as possible; and it occurred to me that that was possibly one danger?—Of course there is the danger of that possibility, but I think it is remote.

35960. (Mr. Gardiner.) I understood your whole contention was that the relief should be quite adequate?—Yes; and I think by that you would get over this difficulty.

35961. Because then it would cease to be a struggling case?—I do not think it would. It would be a struggling case as long as the woman had a large family. The relief that the guardians grant in such a case—take a woman with six children—would be 15s. a week, which would not be a very large amount.

35962. (Mr. Russell Wakefield.) Would you grant that amount of relief to as late an age in the child's life as the Poor Law authority now undertakes the charge of the child?—I would.

35963. (Mr. Lansbury.) As the children get older the woman's struggle would become keener, would it not?—It would; and that would have to be taken into consideration.

35964. Would you increase the amount of relief?—Certainly. It would entirely depend upon the condition of affairs, but it would have to be reconsidered and revised.

35965. Sometimes it operates that when you have taken the child into the school the mother is keen on getting the child out, in order that it should go to work; so that the same thing applies both ways, does it not?—Exactly the same.

35966. (Mrs. Webb.) Would you tell us what you would consider adequate relief for a widow with five children, assuming that she could not earn anything and had to look after the five children?—That would entirely depend upon the rent she had to pay, the neighbourhood, and indeed all her surroundings. I think it is against the interests of the Poor Law that they should grant such relief that it necessitates the woman becoming a hypocrite and going to the nearest chapel or church to gain the eye of the minister or the priest, and that the amount of money which the parish widows gives has to be eked out in that way. As to the amount with the guardians should give, if you get the right class of children, guardian he seems to me to be the best judge of what is absolutely necessary.

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35967. Would you be inclined to put it anywhere near the boarding-out sum? At present if you board-out a child you give 4s. or 5s. a week, I think?—Yes.

35968. Would you be inclined to give a widow 4s. or 5s. a week for her child?—Yes; if the cases were analogous, if they were exactly the same, I would certainly do so. I see no difference between the two cases at all. I have in my mind now some cases in which the guardians, according to the order of the Local Government Board, would not allow a grandparent to take her grandchildren and receive the relief. The guardians got over the difficulty by allowing the grandmother to take the children, boarding the children out with her, and granting her 4s. in each case. If they had been allowed to grant relief, I rather fancy the guardians would possibly only have given about 2s.; but as they boarded them out they gave the proper amount, 4s. or 4s. 6d., I forget quite which it was.

35969. Has there been any difficulty with the auditor, because I think that is practically getting behind the Local Government Board?—He cannot object. We'd a perfectly legal thing. We have a right to board-out.

35970. Then that order really is waste-paper if the guardians choose?—I think the cases are very few and far between, as you will see when I tell you that that is the only case I know of in the West Derby Union. If there is a deserving case and the guardians think they ought to relieve in a particular way, I am quite sure they will try to find some back-door way to do it if they cannot do it in any other way.

35971. And that might be done with widows?—Certainly.

35972. I gather from what you said about outdoor relief that you would be against a definite scale being put down in black and white at so much per child?—I should say a definite scale is absolutely impossible. Of course cases differ very much. You may have some cases practically alike, but the majority of cases differ. You could not have a scale really. We have some regulations for the administration of relief which I drew up many years ago, but we cannot carry them out exactly, and we have put in the words, "as far as practicable."

Objections to
scales of
relief.

35973. And even then you have not got anything in the nature of a scale?—No, not as to money. I am afraid the guardians would object to dictation.

35974. Even if they did not object, would you think that a scale was a mistake?—Yes, I think that a scale as a mistake. I think if the guardians go into a case thoroughly they will give the proper amount.

35975. I would rather suggest that even as it is at present administered there is too much tendency to give a mechanical sum?—I think they get it into their heads that 2s. 6d. or 3s. a week is the proper sum, and they give it to a great number. I hope I am not saying what is wrong.

35976. It has been suggested to us that if you gave more liberal relief you would have a great many more applicants and you would have a great deal more outdoor relief?—I do not think for one moment that you would. I think that the numbers would not increase at all, because the inquiries would be much more rigid and the guardians would attend much more keenly to the work of granting relief if they got into the way of voting larger sums of money.

Effect of
increasing
scale of
out-relief.

35977. Take the position of a person who wants to reform the Poor Law; would it be possible to secure that either outdoor relief should be adequate or should not be given?—I do not think there is very much difficulty

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in deciding whether the case is a case of indoor or outdoor relief.

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35978. I was thinking how, at the centre, we could secure that. Apart from a change of heart on the part of the guardians, how could we secure that outdoor relief should either not be given or should be adequate? How would you suggest that it should be secured by the central authority?—I do not know how I can answer that question.

35979. You see that is our problem?—It is entirely a question for the guardians to decide.

35980. You do not believe that there is any possibility of dealing with the will of the guardians, then? We have got to leave it absolutely at their option?—That is so. There is no other way of dealing with it at all. The guardians would absolutely resent any interference; they are all-powerful, and they have the power to grant or to refuse.

35981. Supposing we were at liberty to alter that condition of things, how could you draw up a Local Government Board regulation, or an Act of Parliament or anything else by which that could be secured?—Only by getting a body of men who would deal in a proper manner with this question.

35982. Then the only hope is to alter the men, not to alter the regulations?—There are some very good and some very bad. The difficulty is in getting hold of the men who will look into the cases.

35983. You do not suggest that it would be possible to in any way fetter them by a new Local Government Order?—I do not see how you can alter a man's opinions. One man will say one thing, and another man another.

35984. Could you not frame an order which forbade them to give outdoor relief except at a certain rate?—Then it would have to be a question of locality and of the particular surroundings. You could not frame an order that would embody all the difficulties that might arise.

35985. So that we must absolutely rely upon some change of opinion on the part of the guardians, and there is no possibility of getting it done by regulation?—I do not see that there is any possibility.

Question of
allowing
Local
Government
Board
inspectors
to interfere
in specific
cases of
relief.

35986. (Chairman.) At present there is rather a restraint put upon the inspectors going into individual cases; but supposing they were authorised to go into individual cases occasionally, and they reported that they considered the relief of a certain person inadequate and that some other person was not entitled to any relief at all, would that be of assistance?—I think it would be resented very much by boards of guardians. I myself take lots of cases before the quorums when they have been before them once, and try to get them to amend their orders. I do not think they quite like amending their own orders; they think they have given their time to it, and I think they rather resent any interference.

Objections to
transferring
out-relief to
charitable
agencies.

35987. (Mrs. Webb.) It has been suggested to us that one way out of the difficulty would be to forbid boards of guardians giving out-relief at all, and for them to hand all the out-relief cases over to voluntary agencies; what do you think about that?—I do not think it would be any better done than it is at present. I do not think the voluntary agencies would be able to deal with it in a better way.

35988. You do not think they would give superior wisdom to it?—I find that a great many of my guardians are on the Charity Organisation Society and the other charitable organisations. Practically the same men appear again.

35989. Then you do not think that voluntary agencies would treat the cases any more wisely?—No, I do not think they would treat them any more wisely. I think you would have exactly the same state of affairs.

Combination
of unions
for dealing
with able-
bodied
poor.

35990. (Mr. Bentham.) I suppose the arrangement still holds good between your union and the Liverpool parish with regard to the able-bodied indoor poor?—That is so.*

35991. All the able-bodied in the Liverpool parish are sent to your workhouse I suppose?—No, I cannot say they are all sent. They have to keep a certain number themselves to do the work of the institution. We get no

able-bodied women from them at all because they want Liverpool. them all as scrubbers in their own workhouse.

35992. Do you provide a task for the able-bodied belonging to both unions?—We do.*

35993. And that is acceptable to both?—It is approved by both. The Liverpool Select Vestry have a right to send three representatives to sit upon the committee of the West Derby Union at all their meetings, but without the power of voting; and anything they wish to bring forward they can bring forward.

35994. Are they paid for at so much per head?—Yes.

35995. The success of the combination of unions which you advocate very strongly depends upon the continuance of the mutual goodwill of the unions who are combined for special purposes, does it not? I suppose that is so. I do not know that there could be any ill-will between unions, and I do not see why there should be any ill-will between them. There might be parochial jealousy between them, but I do not think it would amount to ill-will. I have never found that any combination we have entered into has ever been given up.*

The question
of friction
between
unions
combined for
special
purposes.

35996. I thought there was an arrangement between the three Liverpool Unions which ended after a lapse of fifteen years? Was there not some such arrangement between Toxteth Park, Liverpool and West Derby with regard to the able-bodied?—No, not with regard to the able-bodied. We never had an arrangement at all with regard to them. There was an agreement in existence between the three unions that the three unions should not remove cases upon each other. We thought it was a hardship that a person living on one side of a street and going to the other side of the street should have to be removed to the union which they had gone to; but Toxteth Park would not agree to join with West Derby and Liverpool for the reception of vagrants. That being so, Liverpool and West Derby would not agree to allow Toxteth Park to come into our arrangement as to removing, for the reason that a person falling sick in the tramp wards and going into hospital, if it were a Toxteth case, would then become a charge upon Liverpool and West Derby.

35997. Did not an arrangement for dealing with the vagrants exist for fifteen years?—Oh, never.

35998. Then I am under a wrong impression?—Toxteth Park always had their vagrancy wards, but they had them at the workhouse. Then the police got to know that there were vagrancy wards for the whole of Liverpool, and so they sent the Toxteth cases to West Derby. But as I say, Toxteth Park have always had their own vagrancy wards.

35999. You are in combination with the other two unions for the provision of a sanatorium at Heswall, are you not?—Yes.

36000. Has that led to any friction at all between the three unions?—Not between Liverpool and West Derby, of unions for but it has led to slight friction with Toxteth Park. I do sanatorium not think there is anything very much in it except, as you purposes. can understand, that a small building capable of holding twenty-four beds is a very costly affair, and Toxteth Park, who have four beds out of the twenty-four, I believe, are of the opinion that they do not quite get their value out of it. But it has not amounted to very much.

36001. Is the arrangement terminable at the end of so many years?—No, but it can be terminated by the Local Government Board.

36002. Have the three medical men, that is to say, the medical officers of the three unions, each a share in the management of the institution, do they visit on alternate weeks?—No. They have nothing whatever to do with the institution. There is a medical man for the institution alone—Dr. Yeoman. The three medical men at Mill Road Infirmary, Brownlow Hill, and Toxteth Park recommend cases to the hospital; but the moment the cases enter the doors there those three medical men cease to visit. They used to visit the place, but that was found not to work satisfactorily and was given up, and now there is one medical man for the hospital.

Medical
management
of joint
Poor Law
sanatorium.

36003. Then after a case is sent to the institution the medical officers of the respective unions have nothing whatever to do with it?—Nothing.

* The Witness subsequently wrote as follows: "The Agreement for 15 years between the Parish of Liverpool had just lapsed and was replaced by two separate Agreements, (1) for the joint occupation of Casual Wards at Belmont Road Workhouse; (2) for the maintenance of able-bodied paupers belonging to the Parish of Liverpool. Combination was not given up, but varied only owing to new circumstances and conditions."

Liverpool.

Guardians should have more power to keep children from undesirable parents.

Bye-laws as to relief in West Derby Union.

Difficulty of ensuring continuity of policy on a board of guardians.

36004. You found the other system did not act?—We did.

36005. Because the three medical men did not agree as to the efficacy of a certain treatment?—That is to say, they varied in their ideas.

36006. In paragraph 25, you say, "The guardians are constrained to adopt various means of circumventing these undesirable influences"—that is the influences of undesirable parents—"to prevent the good being undone, and would welcome additional powers." In what direction were you thinking of additional powers?—My idea was that the Local Government Board might grant some power by which, in the case of children that had been maintained, say, in the cottage homes at Fazakerley for a great number of years whose parents and friends have never seen them at all, the guardians might be allowed to exercise some power over them in regard to sending them into suitable service afterwards, instead of their being taken away by the parents.

36007. They could still detain up to the age of sixteen, could they not?—They could.

36008. But you wanted beyond that?—Yes.

36009. Up to what age?—Seventeen.

36010. That is only a year?—Yes, but that would just do it.

36011. Do you board out children?—We do—at Amble-side.

36012. Do you board out the adopted children under the Poor Law Amendment Act, 1899?—No.

36013. Do you send them to Fazakerley?—We do.

36014. Do you find the undesirable parents from whom the children have been taken keep up a communication with the children themselves?—The Roman Catholic children go out to service on Sunday to their own church, and I think some of the parents come out and waylay them if they can get to them. The officers have to watch them. With regard to the undesirables—the ins-and-outs—those children that are always going in and out of cottage homes—they are taken from the cottage homes and sent to a special home in Belmont Road so that we do not have the influence of difficult and undesirable children mixing with, and affecting the other children in the cottage homes.

36015. Do you not think it is desirable to keep away altogether the influence of those parents from whom the children have been taken?—Undoubtedly.

36016. Your cottage homes are rather a hindrance in that respect I suppose?—A little bit, but only to a small extent.

36017. How many children will you have adopted under that Act; do you remember?—Not very many, but I am afraid I could not give you the number.

36018. Have you still in force in the union the rules that you mention?—Yes, they are supposed to be in force.

36019. And they are not withdrawn by any resolution?—No.

36020. But the guardians do not act upon them, I think you say?—No. If you said they did not, I think, they would say they did, but I think they do not.

36021. I think on our visit they told us they did not. With regard to the scale of relief, a scale is evidently in the minds of the guardians when they are dealing with a case. Would it not be much better to have a written scale with a minimum scale below which they should not give relief at all, but above which they could give as much practically as the case demanded?—The minimum scale would very likely be 2s. 6d. a week, which is the average rental of the places that these poor people live in; and they would very likely go back to the same order of things. There would be a great many on the minimum and not many on the maximum.

36022. You say very likely they would go back, but if a resolution was passed by the board and it was insisted upon, they would not be likely to do so, would they?—You cannot bind a board by a minute of this year. You have new guardians coming in every year and the guardians of this year are not going to be bound by the guardians of two years ago.

36023. By that way of reasoning you may say it is

impossible for a board of guardians to lay down any principle on which one may rely?—That is so, to carry it out strictly. They can lay down principles certainly; the only thing is whether they would abide by them when they were laid down.

36024. The only way of getting it uniformly administered would be by means of rules to be enforced by a higher authority than the board of guardians itself?—Yes—if that higher authority could frame such rules.

36025. Do you think it advisable that they should make an attempt?—I should be very glad to see the day when the starvation out-relief throughout the country was done away with. But how it is to be done I do not know.

36026. Then you despair of a board of guardians ever doing it of its own accord?—I think the boards of guardians could do it as well as anybody else if they would. I do not think anybody would be benefited by removing that duty to anybody else. I think everyone would fall into the same way.

36027. You have no hope practically of a board of guardians ever reforming itself then?—I am only speaking of my own experience. Boards of guardians at the present day, to my mind, do not deal with out-relief in an adequate way.

36028. If a board had to discuss the principles of out-door relief, and questions were referred to the whole board on any particular point which might be new and which raised a new difficulty, and those questions were subjects for discussion at the full board, would there not eventually get into the minds of the guardians a line upon which they might work in administering out-relief?—Certainly; and they do have those cases brought before them continually.

36029. Still your board does not improve in the respect of the amount of relief that is given per head?—I think they have improved the average by 6d. The average some years ago was 2s. 6d., now it is 3s.; so they have improved.

36030. What do you mean by the average? Do you mean that per man, woman and child in receipt of out-relief it would average 3s. per head?—I mean taking every case.

36031. Then what would it average per head?—I could not say that. I did not get that figure out, but I worked the other out, and it works out exactly to 3s.

36032. One week's relief and one week's numbers would give the average per head, would it not?—Yes, but I have not got those figures here, unfortunately.

36033. Have you never compared one district committee with another as to the amount per head that is given?—Yes. Every week a return is made out showing how much is given in each district as compared with other districts. We know exactly where the most relief is given. Taking it all through practically the average is the same.

36034. But you are taking the average per case?—Yes.

36035. In a district where there were a lot of old people each receiving 2s. 6d., of course the average would be much higher per head than in a district where there were a lot of children receiving 1s. each?—Yes, that would be so.

36036. So that to compare it per case would scarcely be fair, would it?—Anybody understanding outdoor relief would understand what was meant by 3s. per case.

36037. You have cross visitors, I think?—Yes.

36038. How many?—Four.

36039. Do they give their whole time to cross visiting?—No. They remove children to service, and they remove lunatics to the asylum as well.

36040. On whose instructions do they act?—They act on my own.

36041. What cases do you select for cross visiting?—All new cases and any cases we get any information about.

36042. Can we say that every new case is cross visited?—You can. There is a report from somebody, and every new case is cross visited.

36043. Does the cross-visitor go with a blank sheet of paper?—No, he goes with a note book.

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Need for more adequate out-relief.

Cross visitors and their functions.

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Cross visitors and the r functions.
36044. What I mean by a blank sheet of paper is, does the cross visitor go with no knowledge of the case?—He has not the slightest knowledge of the case. He will have on his paper—"Mary Jones, 44, Field Street," and he will go and make all inquiries.
36045. Is that report made to you?—It is.
36046. What use do you make of it?—I take it to the guardians—to the quorums.
36047. That is, to the committee that granted the relief?—Yes.
36048. Is it compared with the relieving officer's book?—It is.
36049. And provided there are any discrepancies it would be rectified by the committee?—It would.
36050. Are any glaring cases reported to the whole board?—Yes—perhaps half a dozen in the year.
36051. On whose initiative are they reported?—Generally on my own.
36052. That, I take it, would be where the committee do not know what to do?—Where there is some disagreement and the committee do not quite know how to deal with the case.
- Supervision of work of relieving officers at West Derby.
36053. What method do you adopt for supervising the relieving officers' work?—The assistant clerk goes through the books of the relieving officer. As you are aware it is quite impossible to keep the relief order book in a large union like ours at the same time the guardians sit, for the reason that we should be obliged to have about ten clerks to do it. By the consent of the Local Government Board these relief order books are entered up the moment after the quorums have sat. It might be possibly more necessary to have those relief order books entered up at the moment were it not that we have a pay clerk, who is an additional check upon the relieving officers. The relieving officers' books are checked by the assistant clerk and compared with the relief order book; and then we have the double check of having the pay clerk who knows every case as well.
- Method of entering particulars in relief order book.
36054. The relieving officers do not pay any money at all, do they?—Nothing; they never handle a penny.
36055. Did you say it was by permission of the Local Government Board that the relief order book was dispensed with?—No, it is not dispensed with.
36056. I mean that the process of entering it at the time the relief was given was dispensed with?—It was reported to the Local Government Board; I do not know whether they gave a tacit sanction to it, but at any rate they said nothing about it. The auditor knows all about it. The relief order book is entered up directly after the quorums have arisen—the same afternoon and within two or three hours of the sitting.
- Class of children boarded out by West Derby Guardians.
36057. (Miss Hill.) What class of children is it that you board out at Ambleside, and how are they chosen?—They are orphan children that the guardians in their wisdom think are suitable for that particular treatment. They have done particularly well. We used to have a great many more than we have now when Miss Morse was at Ambleside. Now, unfortunately, Miss Morse is dead, and I think we have something like ten or twelve there, and that is all.
36058. In the case in which Mrs. Webb suggested that you might possibly board out children with the mother or the grandmother, did I understand you to say that you would pay as much to a mother for taking care of her children, supposing she were not at work, as you would to a stranger?—A grandmother, I think I said.
36059. Well, take a grandmother?—Yes, certainly.
- Proposal to assimilate scale of relief for children living with grandmothers or mothers to amount given for boarded-out children.
36060. You would not expect her to do any more for the children without payment?—It entirely depends upon her circumstances. Because she was the grandmother, if she was as poor as another woman I do not see why she should suffer simply because she happened to be a relation of the children.
36061. In the case which Mrs. Webb suggested of a mother, I gathered that you said you would be in favour of paying as much to the mother for her child as you would to a stranger?—If it was necessary. Of course, it all depends upon the conditions and circumstances. Certainly, I do not see why the mother should not have just as much if she was absolutely in want. If 4s. is necessary in the one case it would be necessary in the other.
36062. Surely you would expect the foster-mother to have something for her trouble, would you not? I mean to say the stranger with whom the child is boarded?—Of course, the mother might be able to work—there are so many circumstances that have to be taken into account. But I do not see any difference between paying the mother 4s. and paying a stranger 4s.; if it is necessary in the one case, to my mind it is necessary in the other.
36063. (Mr. Bentham.) In the one case the stranger might have to provide a home at her own expense and would also expect something for her trouble, but in the case of the mother, Miss Hill's point is that the mother's duty lies there and the stranger's duty does not?—Do I understand you to say that the mother has a home to go to, whereas the stranger has not? If the mother has a home to go to certainly she would not require the same amount of money.
36064. (Miss Hill.) The case put to you was this—If the mother is unable to go to work, would you give her as much to maintain her own children as you would give to a stranger to maintain them?—I would.
36065. (Mr. Phelps.) Your office stands in quite a peculiar relation, does it not, to the administration of the union?—I do not quite understand you, I am afraid.
- Supervision of relieving officer by clerk at West Derby.
36066. Your relations to the relieving officers are almost peculiar to your union, are they not?—In the way of supervision, I think they are.
36067. Is that a matter of tradition, or has it been built up during your time?—It has been built up bit by bit, I expect.
36068. Did you find it in existence or did you initiate it?—If I may use the word I think it has been perfected. We never had a superintendent relieving officer. There was a question at one time of raising one of the relieving officers to be a superintendent relieving officer, but it was not carried out.
36069. I gather that you practically check the action of the relieving officers?—And the assistant clerks.
36070. The assistant clerks check their payments, and so forth?—Yes.
36071. Practically the action of the relieving officer is controlled by your office?—Yes, that is so.
36072. I do not know whether you have any experience of it elsewhere or could quote another union where the system exists?—Very many unions are without pay-clerks, and that makes a great difference. Of course that is a tremendous check; the pay-clerk assists to check the relieving officer as much as anybody else.
36073. Where do your pay-clerks pay—at the pay stations?—At the different pay stations, and in the case of a person being ill he has to take the money to the house in which the person is ill. I should say that we have only one pay-clerk.
36074. Do you use him in any sense to report upon the case?—We use him for nothing else but paying, except that he has to take notice of the condition of the people who come to the pay-table and to see whether they are tidily dressed and so on. He reports upon that.
36075. I see from your statement that you feel rather strongly about the question of settlement?—I do.
36076. Total abolition would be impossible in your case I take it?—In a place like Liverpool it would.
36077. Do you think Liverpool is sufficiently exceptional to be specially dealt with?—In Sunderland and all those ports I think also that it would be absolutely impossible to abolish it. We should be absolutely overrun in Liverpool if it were abolished.
36078. So the case of the ports is exceptional?—Yes.
36079. In the cases in which you have removed, what proportion of those were removals to Ireland, do you know roughly?—Possibly sixty a year.
- Objections of seaport unions to abolishing settlement.
36080. You said in your statement there are anomalies in the removal, particularly of lunatics to Ireland; what were you thinking of there?—It is very difficult to remove lunatics to Ireland, in fact so many technical difficulties are raised that it is absolutely practically impossible to remove a case. I wish that the law as to appeals could be altered and that the Local Government Board might be asked to visit these cases and so save litigation.
- Difficulty as to removing lunatics to Ireland.

- Liverpool. 36031. Do you know that the Local Government Board can do that?—They do it in some cases, but you cannot get all the unions to agree to it. If it were a recognised fact that that was the mode of procedure, then every union would fall into line.
36082. At present, if I am correct in saying so, they can only adjudicate where the facts are agreed upon?—That is so. The difficulty is in getting both unions to agree to the facts.
36083. Is there not a great difference between a body like the Local Government Board deciding cases in which the facts are agreed and going into the facts of a case?—Yes.
36084. Do you not think the distinction is really a valid one for our purpose?—I do not know that there ought to be any great difficulty.
36085. They would require to set up a court of qualified persons for the purpose, would they not?—Yes, it would only necessitate an inquiry.
36086. Have you any difficulties with regard to Scotland?—No, not to any great extent.
36087. Have you ever suffered from the restriction that you cannot remove without the head of the family?—We have very few Scottish removals. The Irish removals in Liverpool are the great things.
36088. Would the other removals be mostly to other seaport towns?—The docks at a place like Liverpool attract so many men from all over the country. They think there is sure to be work at the docks, and they come there; then they are taken ill and when they become permanently ill, we have to do something with them. All unions, I presume, do what West Derby do, that is, they deal with the lunatics first as they are most expensive.
36089. I did not quite understand from your statement whether you mean that the persons that you remove come to you from the sea, or whether you mean that they come to you from the land to work at the docks. There are those two classes of cases, are there not?—Yes, and we have both classes.
36090. Have you many people that come over sea?—Yes. A great many people come over from America and they are dumped down in Bootle. They do not land them at the Liverpool landing stage, because they want to keep it all quiet; so they take them round to one of the big docks in Bootle and land them there, and they are sent up to the Mill Road Infirmary and we have to deal with them in that way.
36091. You cannot remove those?—No, but we make county cases of them.
36092. If a man comes from America, of course you cannot remove him; but are there many people who come from other English ports who are removed?—They come from every town—from the seaports as well as from the ordinary towns.
36093. Do you think, seriously, that towns with docks attract more people than towns which have manufactures?—Yes, undoubtedly. The docks have an attraction, though I do not know what it is. Then many of these cattlemen come over from America bringing cattle; they just get their passages paid over here, they spend the money that is given to them, and then they become chargeable to us.
36094. I am afraid no alteration of the law of settlement will save you in those cases?—No; but still we have them in great numbers.
36095. (*Dr. Downes.*) In point of population, I think your union is one of the largest in the United Kingdom, is it not?—It is.
36096. You had experience of a large union; what would be your views as to the size of unions from the administrative point of view?—Of course you can do far more in a large union than you can in a small union, because of your rateable value. Where 1d. in the £ brings in £11,000 a year, your classification and everything else is better, no doubt, than it would be in a small union where 1d. in the £ brings in so many hundreds a year. I daresay some of the smaller unions are equally as well managed as the larger unions for all I know, and I do not wish to say anything about them. I consider the West Derby Union is not too large.
36097. You think you could manage a larger union?—It just depends upon the conditions that the other unions are in. For instance, there is no question about it that if the unions would sink their petty parochial jealousies and would combine for these purposes, it might be as well to retain them as long as you get better classification by it. I think the local knowledge of these unions is very valuable. If you amalgamate a certain number of unions you lose a great deal of the interest that is taken by particular men in the affairs of their particular neighbourhood, and they would not care to take the trouble to attend if their union was done away with.
36098. Given the conditions of your own union I gather that you would not think you have reached the limit of size?—No.
36099. You can do more?—Yes.
36100. What is the number of your guardians?—Fifty-two. The proper size for a board of guardians.
36101. Do you consider that a good number?—Yes, I think it is a good number.
36102. Do you mean it is too many?—As you know, the work of the guardians generally devolves upon a certain number. The whole fifty-two do not do an equal proportion of the work, which generally devolves upon, say, about twenty of them. A board of fifty-two, to my mind, is perfectly unwieldy.
36103. Is there not a risk of men who do not take an active part turning up to vote sometimes on subjects they do not know anything about?—Yes, and they can upset the good work of the few who do know anything about it. The moment there is an appointment to be made you find the board very well attended.
36104. Given a board of working guardians, what would you fix as a good number?—I think twenty is amply large enough for any board.
36105. I think you have a population of 500,000?—We have a population of 600,000.
36106. What, according to your idea, should a relief committee consist of?—I hold the view that there ought to be a permanent relief committee and that the relief ought not to be deputed to various quorums. If there were one relief committee consisting of, say, twelve guardians you would then always get a quorum, and the same men would go about from place to place and there would be more uniformity in the granting of relief.
36107. I think you are in favour of having definite rules?—I am. Need for definite rules as to relief.
36108. In such a case as that would a departure from the rules be reported to the board?—Certainly.
36109. And the committee would have to justify it?—Yes. The board would have just the same check that they have at present time.
36110. Turning to the visiting committees for the management of the institutions, have you any views as to the constitution of these committees?—We have visiting committees consisting of thirty members on each visiting committee, and I should think, roughly speaking, eighteen to twenty attend every meeting—those never miss, and they are most attentive. I am speaking of the visiting committees for the Mill Road Infirmary and Belmont Road (which are grouped together), for the Walton Workhouse, and for the cottage homes at Fazakerley. I should think if there was a committee of about a dozen for each of those that would be ample.
36111. Do you find a difficulty in getting guardians to serve on some committees; is there any preference shown by them?—It is very difficult to get them to serve on the quorums, but they will serve on such committees as the contract committees.
36112. Notwithstanding the size of the West Derby Union it is still necessary for you to enter into arrangements with other unions for dealing with your cases?—Quite so. We could not classify as we ought to unless we did.
36113. I think you are, as you have said, a very large union indeed. You appear to use two methods of working with adjoining unions, the one by means of a joint board and the other by mutual arrangement?—Yes, that is so. The mutual arrangement is preferable.
36114. I was just going to ask you that?—The moment

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Liverpool.

The class of
non-settled
paupers in
Liverpool.

The proper
size for the
Poor Law
area.

Proposal for
permanent
relief
committee.

Need for
definite rules
as to relief.

Visiting
committees
and
attendance of
guardians at
committees.

Combination
of unions a
sine qua non
for
classification
purposes and
the two
methods of
such
combination.

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- they have appointed their representatives on a joint board the boards have practically done with the matter and they feel that they have lost control. That was our reason for applying to the Local Government Board to allow Liverpool to make one class of accommodation while West Derby did the other, so as to save expense.
36115. And it would keep the management practically in one hand?—Yes.
36116. (*Chairman.*) By "mutual arrangement" I suppose you mean that a contract price was fixed, but the institution is under the control of the local board?—That is so.
36117. (*Dr. Downes.*) You have mentioned the classification of imbeciles and epileptics; did you mean sane epileptics, because many imbeciles are epileptics?—That is a medical question, and I cannot of course go into that. We intended to deal with both classes of epileptics, the sane epileptics being sent to Maghull. They intended to have villas there and I believe that is rather an expensive scheme. We had to deal with the imbeciles only. They were going to deal with both classes, separating, of course, the sane epileptics from the other epileptics in different villas.
36118. But at Maghull epilepsy would be the dominant classification?—Yes.
36119. Have you had any experience of a joint school?—No, I have not.
36120. How do you arrange the cost in your joint boards?—According to the rateable value. Say for the Heswall Hospital there are twenty-four beds; West Derby takes ten, the parish of Liverpool takes ten, and Toxteth Park takes four; we should allocate, first, the cost according to the rateable value of the whole thing, and then there would come the maintenance charges according to the number of days each patient was in the hospital.
36121. And the maintenance would be charged per case to the different unions?—Yes.
36122. That being so, there is a certain tendency to get as much value as the union can get out of it, is there not?—Yes, quite so. I do not think we ever have a bed empty for a day.
36123. You take care to keep it filled?—Yes.
36124. (*Mr. Gardiner.*) Do you ever prosecute the people who receive out-relief and have kept back from the guardians certain sources of income?—Yes. We have had about twelve prosecutions or fifteen this last year. We have these cases printed upon forms, and put up in all the waiting rooms and in the quorum rooms.
36125. Do you think that does good?—I am sure it does.
36126. Similarly we have heard a good deal about stealing in workhouses; have you ever come across that in your institutions?—I think it goes on in every institution in a small way.
36127. Would you do the same thing there?—We employ scrubbers and wardmaids. All our scrubbers are widows, originally in receipt of relief, but we take them in and pay them 15s. a week as scrubbers; instead of putting them on relief we take them off relief and give them this 15s. a week. We had one of the women steal some things, we prosecuted her, and I think that did away with it for a long time.
36128. As regards the adoption of the ins-and-outs, have you very much of that?—Not very much, but we have a few cases where we have adopted. I do not think there is quite so much of that in towns as there is in country districts.
36129. Would you like to adopt more, if you could, in view of what would happen to the children afterwards?—I am afraid you lose touch with the children a great deal. You do not quite know what happens to them. It is different to boarding-out.
36130. You never board out within your own union, do you?—Yes, in the way I stated just now.
36131. That was with the grandmother?—That is all.
36132. But you do not do it as a practice?—No.
36133. (*Mr. Chandler.*) Has the method of administering outdoor relief, including the amount given as you have described it, been in operation for many years in your union?—Yes, to my knowledge since 1877.
36134. Then the change of *personnel* in 1894, which Liverpool you refer to, had no reference to this?—No. I might say that the *ex officio* magistrates never used to attend the quorum.
36135. (*Mrs. Webb.*) What effect did that change of membership have upon the policy of the board in 1894?—I do not know that there has been very much change as regards the policy of the board.
36136. Then what has the change been in?—If I may put it so, you have not the same class of men.
36137. Has it resulted in a different administration?—I am afraid that is a very difficult question for me to answer, and if you would allow me I would rather not answer it.
36138. (*Mr. Loch.*) Would your opinion be that clerks to the board of guardians should give their whole time to the work as a rule?—Undoubtedly. It would be impossible in a large union for a clerk to do anything else. It takes one man's time to reply to the queries from other unions.
36139. (*Mr. Gardiner.*) In small unions would you think it desirable to?—Certainly.
36140. (*Sir Samuel Provis.*) You must have a union of a certain size, must you not, because otherwise there would not be enough work for the clerk to do?—I am only speaking for my own union, and I say in the West Derby Union it takes one man's time to reply to the queries from other unions.
36141. (*Mr. Loch.*) That is to say there is a certain proportion of the population providing duties and work for a particular officer which requires his whole time?—That is so.
36142. With regard to your Poor Law hospital, do you find that applications come on to you which you have to send to the voluntary hospitals owing to your being full?—Unfortunately there are more beds in the Mill Road Infirmary than in all the voluntary hospitals in Liverpool combined, and these hospitals have no beds at their disposal. The consequence is that the voluntary hospitals are continually refusing cases and sending them to Mill Road. Mill Road has become now a general hospital and is no longer a Poor Law hospital. You will understand that when I tell you that we collect from relatives over £5,000 every year. You will see from that the class of people that unfortunately come to us.
36143. That is to say, you are getting a rather better class altogether?—Yes.
36144. When you say that your infirmary has more beds than the voluntary hospitals, what hospitals do you mean?—There are the Royal Infirmary and the Southern Hospital, for instance; they have not got the accommodation that we have. We have more beds than Bootle, Stanley, and all those.
36145. Then you receive every class of case that can find no perch anywhere else?—Yes. The danger is in the medical man refusing a case.
36146. In this way, the old position of, I suppose, twenty or twenty-five years ago is reversed; then, the voluntary hospitals had the larger number of cases, and now you have?—The old idea of its being a degradation or a disgrace to go into a Poor Law infirmary has quite ceased. Mill Road is known as the Mill Road Infirmary and not as the West Derby Union Hospital.
36147. How are the surgeons and physicians appointed?—There is a medical superintendent, Dr. N. Raw, and then there are three assistants under him who are appointed by the board.
36148. Is the medical superintendent really responsible for the whole thing?—He is responsible for everything connected with the medical portion of it.
36149. Do you say that the Liverpool Central Aid includes your district in its operation?—Are you referring to the Charity Organisation Society under Mr. Grisewood?
36150. Yes?—They help us tremendously.
36151. In regard to co-operation with them, have you sent to them certain cases which you think they can deal with better?—Yes, we always do that.
36152. Is that a kind of co-operation which you think it would be best to continue?—Much the best. They

Desirability of "whole-time" clerks to guardians.

Cases refused by voluntary hospitals and sent on to Poor Law hospital. Use of Poor Law hospitals by non-poor class: amount of medical relief recovered from relatives at Liverpool.

Disappearance of deterrence of Poor Law hospitals.

Medical staff at Mill Road Infirmary.

Co-operation of guardians with Charity Organisation Society.

Separate classification of imbeciles and epileptics in Liverpool.

Apportionment of expenses as between unions combined for special purposes.

Prosecution of paupers for concealing sources of income.

Stealing in workhouses.

Workhouse scrubbing at wages substituted for out-relief to widows.

Adoption of children by guardians and objections thereto.

Effect of Local Government Act, 1894, on administration

Liverpool. have dealt with a great number of cases that we could not have dealt with properly, and they have saved people from coming upon the rates. There is no doubt about that. Then, on the other hand, they also send us up cases and we deal with them.

Application of Elberfeld system to England and its difficulties. 36153. You refer to Elberfeld in your statement; the method of Elberfeld is that the volunteer is the servant of the town committee?—That is so.

36154. Have you ever thought whether a change in that direction should take place, or whether it is better to keep this division of labour which you refer to?—I think it is much better to keep this present division of labour. I do not think the Elberfeld system could be worked here. I do not think we should get the voluntary assistants here that they can there.

36155. I presume you know that at Bradford, Bolton, and other places they are trying to get up a body of visitors in connection with many of the institutions, and particularly in connection with the Poor Law?—It is so with us. There is a suggestion from the Charity Organisation Society of Liverpool, which the guardians will fall in with I am sure, that they should allow their visitors to visit all the widows in the union. The guardians would be glad if they would do so.

36156. That is sometimes called the Elberfeld system, is it not?—Yes, but that is not quite the Elberfeld system.

36157. (Mr. Nunn.) Is it proposed that the widows should have the relief taken to them by these voluntary visitors?—I do not think there would be the slightest objection to that.

36158. But you do not know whether that is the proposal?—I do not know. Mr. Grisewood is coming before you, I think, and he will tell you.

36159. Are there any classes of cases which you think must be suitable for Charity Organisation to deal with?—Mr. Grisewood finds any amount of work at factories for widows with children and for men who are out of work undoubtedly through no fault of their own, and by just tiding over these men's difficulties for a little time they are possibly prevented from going upon the rates.

36160. You cannot assist people to go to another union, can you?—No.

36161. Yet I saw a notice up in your relief station giving an account of the families who had been sent away to various parts of the country?—Only to factories. What the guardians do is this: We cannot expect the Charity Organisation Society to pay for the outfit for a family, possibly some bedding, clothes and that sort of thing, so the guardians always make a grant to them for these families to go.

36162. What sort of grant?—Sometimes £3 per head. I think, if I may put it so, it is a very cheap get-out for them if they can get rid of them.

36163. (Chairman.) Do you make an open return as regards that expenditure, or what do you do?—I am afraid we do not make an open return. We grant it in the way of relief.

36164. It is just on the line, I suppose?—That is so; and we take the risk.

36165. (Mr. Loch.) The actual fare is paid by the Society, is it not?—I really cannot quite answer that. We have nothing to do with sending the case; Mr. Grisewood undertakes everything.

Mr. HAROLD GOAD CROSFIELD, called; and Examined.

36182. (Chairman.) You have been good enough, I think, to prepare for us a statement in which you make various suggestions, and which we can take as your evidence-in-chief?—Yes. (The Witness handed in the following statement.)

1. As the expenses of administration of poor relief are considered extravagant, I wish to point out the rather unsatisfactory way clerks of boards are remunerated. Filling plural offices is largely accountable for this.

2. I think it ought to be arranged that a clerk be appointed to all the offices requiring filling (all assistance necessary being provided), that he should get his Government or county council fees through the guardians, and

36166. (Mr. Nunn.) With regard to the visiting of cases, does your general relieving officer act as a cross-visitor?—We have no general relieving officer.

36167. Or your superintendent?—We have no superintendent relieving officer, but we have some cross-visitors.

36168. Have you cross-visitors acting under you?—Yes.

36169. I suppose neither you nor your assistant clerk ever visits any particular case?—I cannot say I have not done so. Once or twice when there has been a doubt as to a particular case I have visited, and so have my assistant clerks. There may be a case where there is a doubt between the cross-visitors and the relieving officer, and I should see that case.

36170. Do you examine all the fresh cases before they go to the committee?—The assistant clerks do, if I do not. My office does it. I cannot say I see every case myself.

36171. But they would report to you if there was anything exceptional?—Yes.

36172. Before the committee met?—Yes.

36173. Do you attend every committee meeting?—If there are any special cases, and I want to go down for them, I go; but I do not attend them as a rule, nor do the clerks.

36174. What would be the average attendance on your relief committees?—The average attendance is three; it ought to be five.

36175. Is that a quorum?—Three is a quorum.

36176. Is five the rota?—Five is supposed to be the number that ought to attend. They have six on the committee.

36177. (Sir Samuel Provis.) You have had a good deal of building in the West Derby Union and in connection with it, have you not?—Yes, we have.

36178. Have you any particulars as to the cost?—Cost of Poor Yes. The cost per bed for Belmont Road was £80; Law the cost for the Mill Road Infirmary, which, I think, is as well equipped as any other infirmary in the country, was £120; and the cost for the Cottage Homes was £133—you must know that they are all separate cottages, and that makes the cost greater. The cost of the Walton Workhouse was £100 per bed.

36179. Why was that more expensive than Belmont Road?—It was built long before Belmont, and possibly materials and everything else may have been dearer then.

36180. Mr. Phelps asked you about settlement cases and appeals to the Local Government Board being made compulsory; I take it there would be very little difficulty in that being done with regard to purely legal questions; but do you think with regard to questions of fact that they could be elicited at an inquiry?—I think the facts as adduced by both boards might be sent to the Local Government Board, and they would draw their own conclusions. They do not differ very materially, or may be there is only a very small point at issue.

36181. Then you think it might involve an inquiry in some cases only?—It would mean an inquiry in very few cases.

Mr. H. P. Cleaver.

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Supervision of out-relief and cross visiting by clerk to the guardians.

Attendance on relief committees at West Derby.

Proposal that Local Government Board should decide all cases of disputed settlement.

Mr. H. G. Crosfield.

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that if he takes or is allowed to take such offices as clerks to burial boards, etc., these should come through guardians.

3. A clerk should not be allowed to farm out work and charge at a scale rate to a board.

4. I consider one thousand (£1,000) per annum ought to be the maximum for any clerk to any board (including every office he filled). I believe this would be ample inducement to draw a sufficient number of good men into the profession.

5. Not having a definite sum before a board, and paying by instalments, causes salaries to creep up imperceptibly. For instance, many on the board thought it appeared paltry to pay our new clerk less than £400.

Objections to pluralist clerks to guardians and to their present method of remuneration

Liverpool.

6. It is impossible to reduce, especially when new and amateur members have to face a professional in Poor Law.

6. It is impossible to reduce, especially when new and amateur members have to face a professional in Poor Law.

7. I think the Local Government Board should keep a strict account and perhaps publish for the public benefit the total emoluments of the clerks to boards.

13. Corporate bodies competing so much with private enterprise, it seems to me reasonable to keep the assessment an independent body.

16. There is a great deal of overlapping and a few charitable people in the community support the lot, which is hard on them.

I have given the Salvation Army quantities of such food, on condition no meat is used. All I advocate is keeping body and soul together on wholesome diet. I always refer any beggars or tramps to this shelter of the Salvation Army.

36193. Do you get any considerable sum by charging those who come?—I do not know what the sum is.

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Need to
decrease
deterrence of
Poor Law
hospitals.

Proposal to
place
voluntary
hospitals
under control
of guardians.

Use of
voluntary
hospitals by
the non-poor.

Number of
out-patients
at West
Toxteth
Homeopathic
Hospital.
Payment for
medicines
dispensed by
voluntary
hospitals.

Lack of
occupation
for boys
leaving
school at
Liverpool;
and effect of
docks in
encouraging
boys to loaf.

36194. You say you would like to remove as many disabilities as possible from patients entering the hospitals; what do you mean by that?—I meant to say what Mr. Cleaver referred to, that any disparagement to a person entering a workhouse hospital is removed; and anything in that way which would stamp a person with the brand of pauperism I would do away with as much as possible.

36195. Do you mean that you would make Poor Law infirmaries practically free?—Yes, I would, the same as the charity hospitals are.

36196. Would you still retain them as a branch of the Poor Law?—Yes. The charity hospitals are so much overwrought that I think it is about time. It is so great a tie upon the few people who devote their energy and their time and their money to these charity hospitals that I think it is about time the public should take the work on to their own shoulders.

36197. You would try to municipalise the hospitals then?—Yes. I do not mean to say at one fell swoop, but I mean to say gradually the public should get control of them.

36198. If you did that would the authority which either had the control of, or which granted subventions to the charity hospital, be the board of guardians, or some other authority?—I think it might as well be the guardians.

36199. I suppose your reason for arriving at this conclusion is that hospital relief in wards is practically free both in the infirmaries and in the general hospitals?—Yes. I am a vice-chairman of one of the smaller hospitals in Liverpool, and practically we get very few patients who pay anything, except private cases.

36200. It is practically free?—Yes.

36201. What is the class who go there?—I suppose they are rather better than the class who go to the other hospitals?—It is a homeopathic hospital and it is rather a special thing. The doctors say they have cases there who ought to be paying cases, though they do not pay anything at all. They do not get into the workhouse hospitals without a proper visitation, and without the authorities finding out that they are proper people.

36202. Under the present system a person who can afford to pay is more likely to be made to pay if he is transferred to the infirmary than if he goes to a charity hospital, is he not?—Yes, that is so. That is just the view of the charity hospitals and of charitable people, and that is why it is such a great burden on them now.

36203. Do these charitable hospitals give much out-medical relief?—In this one that I am connected with, we give a tremendous lot, about 60,000 cases a year from the dispensaries.

36204. Do you charge anything for it?—Yes, we charge a very small sum.

36205. About what?—About 1d. or 2d. for the medicine.

36206. Is any of it free?—It is possible for the doctors who visit the homes of the people to administer it free; but mostly they are charged for the prescriptions 1d., 2d., or 3d.

36207. Do you know what the idea of that is? Is it so as not to interfere with the local practitioners' practice?—It is to derive an income from it. We derive quite a considerable income from it.

36208. Have you any medical provident society in Toxteth?—I do not think so.

36209. Now, coming to your paragraphs about children, you say that the majority of boys after they leave school do nothing but loaf?—I mean to say the boys in that block. It is only that particular division of Liverpool that I was speaking of, and my statement there has no reference to boys generally. The great fault after leaving school is that in those districts they do not at once get put into some sort of employment. The master told me the other day that a boy who had been the pride of the school for a long time, about a week or two after he left school (he was fourteen years of age) came up smoking cigarettes and out of hand altogether. Just after that remark had been made to me, a boy came in, and the inspector said to him, "How much have you worked?" he said "I have worked as a scaler." He was asked again how long he had worked since he had been out of the school—which

was about sixteen months ago—and he said he had worked a fortnight. The inspector said, "That is the way with all of them in this block; they get no work at all."

36210. Can boys get employment in Liverpool?—A certain class of boys can get employment. There is a good demand for office boys, and there is a fair demand for boys in the plumbing trade, and trades akin to that. But it is very hard to get work for the boys from these low districts in Liverpool.

36211. They can get employment in the docks, I suppose, when they arrive at manhood?—Yes, when they get strong enough.

36212. Is it the case that they rather loaf until they get strong and become casual labourers?—Yes.

36213. Is it due to there not being many skilled trades in Liverpool?—Yes, that is just the fact of it. I have to do with a sort of shelter in Liverpool, a Newsboys' Home it is called. I do not know whether the Commission have visited it. A boy went from there the other day into a manufacturing district, and he got 10s. a week at once. There is a great demand in other parts of Lancashire for these boys, and if they could be removed to there, it would be a very good thing for them.

36214. That is another evil of casual labour, I presume, that the boys cannot get employment for some years after they leave school, and so they have to spend their time in loafing?—Yes, getting into bad habits and loafing. There is a good demand for the other boys of a better class for the offices, etc.

36215. Of course they would be of a superior class?—Yes.

36216. Then as regards feeding the children, I see you are in favour of giving them the very plainest food possible.—Yes. People make such a great mistake in giving them tea and bread and butter and jam. Very often when I was presiding during granting of relief, a woman would say, "I am suffering from nervous debility," and my son is suffering from nervous debility. It was just the effect of their feeding on improper food. I have come across it very largely all over the place.

People live on such improper food, and nearly all the children coming to those places have been fed on very improper food. If I gave them their breakfast I would see that they had a breakfast of porridge made with milk, or something of that sort. On no account should tea or coffee be given to children. Plain food like that is good enough for them. But that is what these parents do not understand, and they never take the trouble to give them this plain food at home, and the consequence is that there is a tremendous lot of physical degeneration. A very good article by a doctor on physical degeneration appeared in one of our newspapers last Monday, and that supports a great many of the points that I have laid before you. The stature of the boys is deficient, and so is the growth of the boys at these schools—

36217. What schools, may I ask?—This doctor has classified the various schools in a most able manner, and he shows how the children in these schools, like the one I visit, are inferior in *physique* to the children who are better off.

36218. Is he dealing with the schools of a particular district, or are the schools scattered over Liverpool?—He has made three classifications of three sorts of schools, and he says the children are being starved, and he asks what can be done? There is not the slightest doubt that the children in these third-class schools are being starved.

36219. And starved, you think, not merely from insufficient money, but from the ignorance of parents not knowing how to feed them?—That is it. They will not take the trouble to do it. They just give them a bit of bread and some very abominable tea for their breakfast. I have been in numbers of their homes, and that is the way they are brought up. The consequence is, their teeth and their stamina are gone altogether. And yet, as this doctor says, we are looking to that class for our physical labour in the docks, and it is deteriorating very quickly.

36220. The boys get tea to drink, you say?—Yes, Scale of stewed tea; they live on that.

36221. We have a good deal of evidence about outdoor relief; is there any scale in Toxteth?—I was listening to its adequacy.

Mr. H. G. Crosfield.

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Lack of
occupation
for boys
leaving
school at
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and effect of
docks in
encouraging
boys to loaf.

Objections to
rate supply of
rich food to
children.

Improper
feeding of
children a
cause of
physical
degeneration.

Scale of
relief in
Toxteth and
question of
its adequacy.

Mr. H. G. Crosfield. to the scale which previous witnesses were suggesting. That is just the scale they have in Toxteth.

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Scale of relief in Toxteth and question of its adequacy.

36222. And the assumption I suppose is the same, namely, that there is something coming into the house in addition?—How they manage to live, I do not know. The assumption is that they manage to get some little help from relations, or something of that sort.

36223. You do not mean to say that in Toxteth they think the people can live on the outdoor relief given them, without getting other help?—Apparently it would be impossible for a person to do that, unless they have their rent free or something of that sort, because it would only leave about 1s. a week for sustenance.

36224. We have had two witnesses, one from West Derby and one from Liverpool, and they have both asserted that the outdoor relief in most cases was supplemented by charity, and in the case of Liverpool, I understand, it was given on that assumption; but that idea is not present to the minds of your guardians, you say?—Not by organised charity, but either a little help from friends or mutual assistance.

36225. And they think what they give is inadequate?—They think that these people will get something as well, and that some little work is done by them. Then, when they get a little bit older, the officer says, "I should advise an extra 6d. being given to this woman; she is getting older." That means to say that she is not able in any way whatever to get any relief from any other source.

36226. Would many of those children who are supposed to be underfed be the children of persons who are receiving this outdoor relief?—I do not think so exactly, but they may be. A great many mothers have come before me, and I have not, as far as I have cross-questioned them, come across any of them who were getting outdoor relief.

The suitability of the guardians or the town council as the assessing authority.

36227. (Sir Samuel Provis.) When you are speaking about the county council owning so many industrial undertakings, you are thinking, are you not, of town councils?—We call the Liverpool Council a county council.

36228. You are thinking of the councils of county boroughs?—Yes. We call ours a county council, and it is a county borough.

36229. In the case of Liverpool you have got three unions in the same borough, have you not?—Yes.

Uniformity of assessment in Liverpool.

36230. Do you find a difference of assessment in those three unions?—Of course every place is assessed on its own merits.

36231. In the principle applied do you find a difference?—No.

36232. Do they go on exactly the same lines?—We do. We have very much the same consulting professional valuers to guide us.

36233. Would not a good deal of your difficulty be met supposing you had professional valuers to value certain classes of property?—We do have them.

36234. You do that now?—Yes.

36235. Does that not very much meet the case of those classes of property that you are speaking of, like the tramway undertaking and the electric light undertaking?—Yes, but if they were to appoint the man to do it themselves, they would be their own judges. Before an assessment committee there are two valuations; one side puts one valuation forward, and the other another, and the assessment committee are the judges. They do not value the property, technically speaking.

36236. The Local Taxation Commission recommended in the case of properties of this kind that there should always be a professional valuer, and that the appeal should be to a special tribunal?—I did not know that.

36237. You have not considered that suggestion?—No, I have not. I think that would be all right.

Need for decreasing deterrence of medical relief.

36238. (Mrs. Webb.) With regard to medical relief, I gather that you are against restricting it, and do not wish to make it more difficult to get?—Did you mean to say from a charity organisation?

36239. I meant rather altogether from the Poor Law?—No; I think that the more there is given to the people the better.

36240. Would you be in favour of handing over to the

public health authority the medical inspection of homes, and medical treatment, in so far as sickness can be treated in the homes?—Yes, I should be quite willing to agree to that.

36241. There would be some advantages, you think, in getting the homes medically inspected?—There would be tremendous advantages in the lower parts of the city.

36242. And then it would be possible for the public health authority to send to the voluntary hospitals such cases as they wanted, and they would have hospitals of their own for such cases as the voluntary hospitals would not take?—Yes. It would be rather complicated perhaps, and the charity hospitals would not be agreeable to receive anything *carte blanche*.

36243. Would you not allow the voluntary hospitals to take all the cases they choose?—Yes.

36244. And then the public health authority would be responsible for providing institutions for the rest?—That would be so. That would be a very good principle to adopt, I think.

36245. But you do regard it as important to get some kind of inspection of the homes from the public health point of view?—Yes; the homes are simply terrible.

36246. And there would be a great advantage in combining that with a sort of first-aid treatment?—There would—a very great advantage. There is a great deal talked about charity organisation, but I think that charity organisation ought to be subvented in the same way. It is a very magnificent thing, but it is very hard to find the funds. Mr. Grisewood will tell you that they send out the most imploring appeals every Christmas.

36247. Would there not be some advantage in making one public officer responsible for the mortality and the health of the community?—Yes. Of course Dr. Hope in a way is responsible; but he cannot do anything—he can only suggest things.

36248. (Mr. Lansbury.) Have you any experience of The casual labour in Liverpool?—Yes. I am an employer of labour in Liverpool, and come across people. I am in constant touch with the docks, having stuff come up from the docks every day, and I meet a great many men who are working at the docks.

36249. Do you think the fact that you have the docks, with all their casual labour, adds to the trouble, the destitution, and the poverty of the district?—More than anything else is the consequent demoralisation of the people's character which is affected by this casual work. They go down to the docks, and they are not put on, and they feel very desolate, and if they have got any money left, they go into the public houses and spend the money. Then, besides that, there are a great many men who come over fresh from Ireland, coming from places there where they have had very little opportunity of indulging themselves, and they may happen to get good work at the docks for a short time, which pleases them very much; and they too spend a great deal of their earnings in the public houses very quickly. Casual labour is terribly demoralising to the character of the people in the Liverpool docks; there is not any doubt about that at all.

36250. A lot of these boys that you speak of, I suppose, get first of all a kind of apprenticeship to loafing?—Yes. Boys become casual labourers.

36251. And then a good many of them go to that kind of occupation?—Yes, they do. Every man in Liverpool directly he is out of a job goes to the docks. If I discharge any man from my mill, he at once goes down to the docks and looks out for casual work there.

36252. It is a kind of reservoir for them?—That is it. The He perhaps gets three days a week. It is very noticeable that men who work diligently at the docks have a work at the docks.

36253. There is no remedy for that, is there, only better organisation, so as to provide regular employment and stable wages? Wages in Liverpool were raised some years ago from 4s. to 5s. a day, and that brought a great deal more casual labour into the city, did not it?

Liverpool.
Question of transferring to sanitary authority the visitation of, and treatment of, illness in the homes of the people.

Proposal that sanitary authority should provide hospitals for all cases not dealt with by the voluntary hospitals.

The demoralisation resulting from casual labour.

Boys become casual labourers.

Liverpool.

By better organisation, I mean providing regular employment instead of casual employment?—If that could only be done more systematically, and if everybody had their turn at it, instead of there being favourites with the foremen, it would obviate a great deal of this difficulty. If the men need not go down and hunt round the pitches where they go to, if they could only be sure of getting their work when they went, and if they knew when they were not required, it would not be half so demoralising to them as it is now.

36254. At present it is very often quite an accident whether a man gets a job or not, is it not?—Yes, it is so.

"Preference list" men at the docks.

36255. (Chairman.) Is it not the fact that nearly all the great steam companies have got a preferential list, so to speak, and the men on that list are almost certain of getting employment?—Yes.

36256. And the men who come afterwards are the inferior men?—Yes.

36257. Is it not one of the difficulties of the system that the men who are getting these high wages, and who are on the first list, can discharge themselves periodically

for a day or two without losing their work, and they like the combination of high wages and liberty?—I do not know whether that is one of the difficulties.

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Liverpool.
"Preference list" men at the docks.

36258. Have you never heard of it?—I did not know of that. I know a man very intimately who works in my mill now, who was working with the White Star Company. He was a very diligent man, but his work was more or less casual. The probability is that these men would discharge themselves when a ship went out, but would not discharge themselves when a ship was there; then they would wait till another ship was ready, and would come back again.

36259. (Mr. Booth.) If they do not consider the foreman, the foreman will not consider them?—That is it. The men that are diligent get the first opportunity.

36260. Every foreman likes to have a set of good men whom he can rely upon?—That is it.

36261. And if they do not come up when he wants them, he does not think of them again?—Yes. There are at work in Liverpool men who come from parts in Ireland where they have never been in systematic work, and that helps to make them casual.

SEVENTY-THIRD DAY.

Tuesday, 15th January, 1907.

AT THE FOREIGN OFFICE, DOWNING STREET, S.W.

PRESENT :

The Right Hon. CHARLES BOOTH, F.R.S. (*in the Chair*).
Sir SAMUEL B. PROVIS, K.C.B.
Mr. F. H. BENTHAM
The Rev. T. GAGE GARDINER.
Mr. GEORGE LANSBURY.
Mr. C. S. LOCH.

Mr. T. HANCOCK NUNN.
The Rev. L. R. PHELPS.
Mrs. SIDNEY WEBB.
Miss OCTAVIA HILL.
Mr. FRANCIS CHANDLER.

Mr. J. JEFFREY (*Assistant Secretary*).

Mr. WILLIAM EDWARD SKIVINGTON, called; and Examined.

36262. (Mr. Booth.) You are a Guardian of the Chorlton Union?—I am.

36263. We have the memorandum which you have been good enough to submit, and according to our custom we will treat that as your evidence-in-chief?—Certainly.

(*The Witness handed in the following statement.*)

1. For most purposes of out-relief committees guardians have ample powers, but, in the discretionary application of such powers my views differ very much from those generally held by guardians.

Capricious administration of out-relief and need for uniform policy.

2. There is a lack of uniformity in dealing with cases, and, as a consequence, it depends upon which guardians are present, whether, in certain cases, outdoor relief is granted or an order for the "house" offered. Outdoor relief granted on one occasion may on the next be reversed without there being any change in the circumstances but owing to different guardians being present. This matter ought not to depend on the views held by individual guardians, but upon a general policy of the whole, otherwise preferential treatment is obtained by some and in other cases the reverse.

Cases proper for out-relief given indoor relief and causes thereof.

3. My experience leads me to conclude that there are many inmates of the "house" who ought to be recipients of outdoor relief. In some instances I have advised inmates to take their discharge and afterwards apply for outdoor relief.

4. I am inclined to believe that relief officers too readily admit persons to the "house" when, from a proper consideration of the case, outdoor relief would be found more suitable. This may be due, in some measure, to the form of the application from inexperienced persons, but I submit any misapprehension should be corrected

by relief officers who should advise if they consider a case can be dealt with on more suitable lines. Whether by applicants entering the "house" relief officers are saved further trouble in the matter enters into their consideration I am not in a position to say, but certainly if such a policy were adopted they would be relieved of additional work.

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Cases proper for out-relief given indoor relief and causes thereof.

5. On the 21st ultimo I had occasion to write to an inmate of Withington workhouse. He is quite a respectable person, sixty-two years of age, and had not previously been in receipt of Poor Law relief. I advised him to take his discharge and make an application to the relief officer for outdoor aid, and said that he had been very badly advised in entering the "house." His case required contributions from his sons which did not necessitate his entrance to the "house" at all.

6. When at meetings of the House Visiting Committee I noted the number of aged persons who had been admitted to the "house" by order of relief officers. Many had not previously been recipients of Poor Law relief, others had not had recourse to Poor Law relief before reaching the age of sixty years. I was so impressed with these cases that I submitted the following resolution to the meeting of the Board of the 29th June, 1906:—"That the circumstances of aged inmates of the "house" who are over sixty years of age and who have not before attaining that age had recourse to the Poor Law Relief—other than medical relief—be reconsidered with a view to ascertaining whether outdoor relief would be more suitable in such cases." I regret the resolution was not adopted. I refer to this matter to show I am distinctly in favour of outdoor relief when relief is decided upon and is applicable to the case.

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Out-relief should be given more freely to the aged. Payments by paupers for carriage of their out-relief to them. Contributions from relatives. Question of out-relief to parents residing with sons-in-law.

Question of out-relief to dwellers in lodging-houses.

Cases of undiscovered destitution.

Out-relief and the maintenance of the "home."

Unemployment as a cause of pauperism.

Suitability of distress committees for dealing entirely with able-bodied.

7. Aged persons who require Poor Law relief and who can reside with friends, or who are not incapable of looking after themselves should, if they do not elect to go into the "house," be allowed outdoor relief and such relief should be adequate in amount as expressed in a Local Government Board circular in 1900.

8. An aged recipient of 3s. weekly, owing to illness paid 3d. each time the relief was brought for her. I have reason to believe there are other similar cases. These aged recipients cannot afford to pay in this manner and I submit the relief should be delivered to them.

9. Contributions from sons, or other persons, towards the maintenance of relatives chargeable should not be enforced where the weekly income for a family is 30s. or less.

10. The cases of aged applicants who reside at the home of a son-in-law should be considered as if the applicant were in lodgings. The responsibility of maintenance should not be thrust upon a son-in-law, by offering the "house" which is declined. Very often a son-in-law will give accommodation in such cases but be unable to give maintenance also without impoverishing his family, especially in the case of working men. As there is no legal liability upon him in such a case the applicant may be considered a suitable case for outdoor relief.

11. To exclude from outdoor relief applicants who reside in registered houses, in which different rooms are sublet, because of the likelihood of relief knowledge being transmitted to others, is to penalise the poorest of the poor because of their deep poverty which necessitates them to incur only the lowest possible rental; such houses are a boon to the very poor. The possibility of increasing pauperism in this sense can apply equally well to a row of cottage houses, but even so if there are other persons whose circumstances are such as to require relief, the information given would be useful in bringing to light another case of undiscovered destitution. Guardians are not responsible for the volume of poverty prevalent, they have not to suppress destitution, their duty is to relieve it.

12. I have just returned from visiting an undiscovered case of destitution where an old couple each sixty-two years of age are living on bread and tea for every meal. I was shewn a testimonial for twelve years under the Salford Corporation. They have never had relief before and did not want to go to the union. I have prevailed upon them to go to-morrow morning.

13. I do not agree with a statement made by an inspector of the Local Government Board in my hearing, that "they have no home to break up," used as an argument against outdoor relief. The poor have not good homes but if they are broken up it is a terrible task for them to get one together again, even as good as the last.

14. I am of the opinion that "want of work" is responsible for a large number of applicants for relief although in many cases the application may not take that form. It is responsible for many applications on account of sickness brought on through depression and want of food though want of work, and I believe many forms of applications could be traced to the same cause. I need hardly say anything with regard to want of work at the present time, as relief committees are unable to cope with the difficulty. It is a difficult matter but the necessity for dealing with it somehow is urgent.

15. My view briefly is that one authority only should receive applications from able-bodied persons. That authority should be empowered to deal with the cases as they think fit, either in the matter of setting them to work provide any tool that may be required in obtaining work, or grant relief in temporary cases. For this purpose I think distress committees if given further powers are admirable. They can give the question their undivided attention and they have the advantage of the labour registries for placing applicants in employment.

36264. (Mr. Booth.) I note that you deal chiefly with the subject of out-relief, and I gather you think that uniformity of treatment of the poor in that direction is of great importance?—I refer to uniformity here with regard to the relief committees, because the different guardians sitting on different days treat similar cases differently.

36265. Have you any suggestion to make as to how uniformity should be arrived at?—Yes. I speak more with regard to the aged people, and at the very least I think we might recognise a minimum of 5s. for the maintenance of each aged person, and that if they have any means coming in, to the extent of 2s. say, at the very least that ought to be supplemented up to 5s. If they have nothing coming in at all, they ought to have at least 5s. I was pleased to be able to get 5s. for an old gentleman yesterday from our committee.

36266. Your suggestion is that the uniformity should take the form of raising the minimum limit?—Maintaining a minimum subsistence.

36267. But to raise the present minimum?—There is no minimum at the present time; there is neither minimum nor maximum.

36268. Where little is given now you would make it more uniform by giving more?—What is given now is altogether inadequate; there ought to be some minimum recognised. A matter of 3s. given to an aged person who has no other means coming in at all is inadequate. There was one case I know particularly where an old lady paid 2s. for her room and lived, or attempted to live, on 1s. a week; that old lady has had to go into the hospital through starvation, I think. If she comes out I am going to endeavour to get her 5s. a week.

36269. Your suggestion is that there should be greater uniformity in the direction of the amount given?—Yes.

36270. In addition to that there is the question of whether there should be out-relief or not. Is it not well to have uniformity on the principle whether it should be given or no?—I do not quite follow you.

36271. When there are the alternatives of offering the house or giving out-relief, is it not necessary that the same uniformity of decision should apply to that also, and that one committee should not refuse to give at all where another committee agrees to give?—I do not see the necessity for sending aged people into the house at all; I can hardly speak of uniformity with regard to sending aged people to the house; to me they are all eligible for out-relief.

36272. You would give it to them all?—I would abolish out-relief altogether with regard to old people and give them pensions of 10s. a week. I think they ought to have it. Of course here I am dealing with out-relief.

36273. That would not be from the Poor Law?—I would give pensions of 10s. to all aged persons over sixty years of age rather than any Poor Law relief. In the absence of pensions we ought to deal with them adequately and not in the house, unless they cannot look after themselves, or have no friends to attend to them, but where there are friends who can give them accommodation or attend to them at all, if they elect to remain outside they ought not to be forced to go into the house.

36274. With regard to the out-relief that is now given in other cases besides the old, does your demand that there should be greater uniformity and greater liberality in treatment apply also to widows, for instance?—Yes; out-relief. if we could have uniformity, but it is very difficult. If I am on the Committee there is more adequate relief given, but if I am absent similar cases do not get as adequate treatment. Some guardians are more economical of the rates, I may say.

36275. Let me ask you once more have you any suggestion to make as to how, with the great variety of unions all over the country, uniformity of treatment could be obtained?—I think upon the same principle; that we should attempt to supplement the earnings, if it is a widow with children, say, to a given amount per head.

36276. That would involve very careful inquiries as to what other resources were available?—We have the same enquiries now. We have to ascertain what is the income, and in some cases with the relief and the moneys coming in it will come to, say 3s. per head, in some cases over that, but in other cases it does not reach 2s. per head. Thus we lack uniformity.

36277. You think the inquiries can be trusted to disclose the facts?—They can be trusted equally as much as at present if we were to supplement the income to so much per head they would be equally as reliable as they

Inadequate out-relief and need of increased minimum scale of relief for aged.

Old age pensions should be substituted for out-relief to the aged.

Capricious should be greater uniformity and greater liberality in treatment of out-relief. if we could have uniformity, but it is very difficult. If I am on the Committee there is more adequate relief given, but if I am absent similar cases do not get as adequate treatment. Some guardians are more economical of the rates, I may say.

Widows with children: need for minimum scale of relief proportionate to earnings.

are at the present time. I do not see that there is any reason to relieve inadequately on the supposition that there may be more than you know of.

Need of non-Poor Law homes for friendless and infirm aged poor. 36278. (*Mr. Lansbury.*) With regard to the question of aged people, of course there are a large number who could not maintain themselves outside, whatever pensions were given, are there not; I mean from infirmity of various descriptions?—Certainly, in the cases where they have no friends.

36279. And in cases of physical infirmities?—That is so.

36280. Those you would not advocate being dealt with in workhouses, as understood now?—Not as understood at the present time, but more almshouses, or poor-houses proper.

36281. You are advocating old age pensions for those who can take care of themselves, or have friends to take care of them. Would you agree that whatever institutions were set up for those for whom an institution is necessary should be administered by an authority apart from pauperism?—Certainly; there is no need to pauperise them, their pension could be used for their maintenance.

Proposed transfer of Poor Law children to the Education Authorities. 36282. With regard to the children of widows, and orphans and deserted children, would you be in favour of removing them altogether from the sphere of the Poor Law and placing the charges of them on the education authority?—It would be far better, I agree. I have not thought of the point, if we could bring the children up more in connection with the schools; if there was some boarding system in connection with the municipal schools, I would be inclined to favour anything of that kind.

36283. I meant removing the children away from the pauper area altogether, so that the stigma of pauperism in no way attached to the children?—I would favour the children being taken away from the Poor Law workhouse system as much as it is possible to so.

36284. You would agree that the education authority should be the proper authority to look after the children?—Yes.

Proposed transfer of medical relief to non-Poor Law authority. 36285. With regard to the sick, do you give much outdoor relief to sick people in Manchester?—Yes, a great deal.

36286. Have you thought at all as to whether the whole of the arrangements with regard to public health might be brought under one authority?—Not the Poor Law authority.

36287. I mean a Public Health Department?—I would not go so far as to say what authority, but I do think that the union infirmaries should be separated from the Poor Law administration altogether; I have very strong reasons for that opinion from inquiry and observation in our union.

36288. You know there is a Public Health Department in connection with your Corporation?—Yes.

36289. Is there any objection to handing the whole of the arrangements, so far as public health is concerned, to that authority to deal with?—None whatever; I had not just thought of that, I had looked upon it as under the corporation, but what department of the corporation I had not formed an opinion upon previously.

Unemployment as a cause of pauperism. 36290. In Paragraph 14 of your statement you say that want of work is responsible for a large number of applicants for relief; is that prevalent throughout Manchester, do you think?—It seems to me that it must be very general. I have two cases in my mind just now, one is the case of a man who had been out of work for, perhaps, about fourteen weeks—I think that is the number—and the doctor reported the case as one of starvation. The man was taken into the infirmary, and the family was maintained outside. That was a case of infirmary treatment through the lack of work. Another case is, that a week or two ago a man came before our Committee who wanted some help. We could see starvation in his face. We granted him 4s. a week, and a week or two afterwards he came and asked to go into the infirmary; and I expect he is in the infirmary now.

36291. What you mean is that directly and indirectly want of work is a reason for a good deal of the pauperism,

whether it comes to you in the form of sickness or relief for destitution?—Yes. Lack of work brings on depression, and sickness follows it; it is a thing I could not demonstrate, but I have observed it so much. I may say that I live in a very poor neighbourhood of Manchester, practically in the slums, and I can see these people; one man has gone into the Withington now for hospital treatment. I think a few good dinners and the provision of employment would make a different man of him altogether.

36292. I notice you think the authority that deals with able-bodied people would be a single authority, instead of the Poor Law and a Distress Committee; you want one or the other to deal with them all, is that so?—Not the Poor Law; one authority to deal with all able-bodied, because to me it is a very large matter, and it is necessary that it should be dealt with; and I think that one authority which can devote special attention to it would be better than an authority the same as the Poor Law, which has such a lot of matters to deal with that from my observation they do not pay sufficient attention to the persons who come to them through lack of work.

36293. You do not mind what authority it is so long as it is apart from the Poor Law, and that that is its special business?—I do not mind what authority. After careful consideration of the distress committees I understand the Act pretty thoroughly, and what is possible, not what the distress committees do, but what it is possible for them to do, I am inclined to think that that is an authority which, with an extension of powers, would be very satisfactory.

36294. Do you think that committees of that kind are the proper committees to carry out the huge pieces of work that are necessary to put the unemployed to work?—I cannot think of any better system.

36295. Have you ever thought of a national system where the whole thing could be done from one centre upon national works?—Yes, but is a local question as well as a national one. I agree that the question of unemployment ought to be dealt with on national lines, yet at the same time in the case of persons temporarily unemployed they would not want to be taken away hundreds of miles; they would want to be dealt with locally; but chronic out of work cases might be dealt with on national lines.

36296. Is there not an objection to dealing with them locally in so far as the work is very circumscribed that you can give them locally?—At the present it is, but if there was one authority empowered to deal properly with relief and the question they would have to take into consideration proper methods, not the present inadequate methods, dealing with unemployment.

36297. (*Mr. Bentham.*) How long have you been a guardian?—One year and nine months; before becoming a guardian I paid some attention to the Poor Laws.

36298. I notice in paragraph 2 of your statement that you say there is a want of uniformity in dealing with cases. May I take it from that remark that you are in favour of a uniform treatment of all applicants?—I am in favour of treating similar cases similarly, as far as it is possible to do so, and I do not think they are so dealt with at the present time.

36299. How many relief committees sit in your union?—Four.

36300. They have no rules or regulations at all to guide the committees in order to get uniformity?—Yes, they have some, but I have never paid any special attention to them, because I do not think they are worth following.

36301. Have you any better method of getting uniformity than by having rules or regulations laid down, so that each committee may follow them?—No, I have no better method; but still they should be considered from time to time and revised; these are not up-to-date.

36302. Have they been reconsidered since you have become a guardian?—No.

36303. You have never suggested a reconsideration of them, have you?—No, but it has been in my mind for all

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Mr. W. E. Skivington. that. We can only consider them annually, and I have only been there at one period when they could have been considered.

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36304. Are the rules in print ?—Yes.

36305. Have you a copy with you ?—Yes, these are the "Instructions to Relief Committees." (*Produced, see Appendix No. I. (A) p. 543.*)

36306. As I understand you, these rules are not followed by any of the relief committees ?—I am only on one relief committee.

36307. You have been on one all the time ?—Yes.

36308. Is it within your knowledge that they are not followed ?—I have never seen the book used by any guardian whilst I have been on the relief committee.

Scale of relief.

36309. I see there is a scale of relief here ; you ignore this scale of relief altogether, do you ?—Yes.

36310. Is not this scale in the book actually higher than the amount given on the average ?—I do not think so.

36311. Have you taken any number of cases that would come within this scale and ascertained the exact amount of relief that is being given and compared it with this scale ; have you ever done that systematically and carefully ?—I have gone more by the practice, and the practice has been to give aged persons (and I am more concerned about the aged) half-a-crown, and I have endeavoured to lift it up to 5s., I have been successful on some few occasions, I think it is quite little enough.

36312. You really do not know whether the amount given on the average is less than the scale printed, or more ?—I could not say. I tell you I have not looked at that for some time, because no one uses it ; I am going by the practice.

Capricious administration of out-relief and need for uniform policy.

36313. You say in paragraph 2 : "This matter ought not to depend on the views held by individual guardians but upon a general policy of the whole, otherwise preferential treatment is obtained by some and in other cases the reverse" ?—Yes.

36314. When you endeavour to get 5s. for a particular case, is not that preferential treatment ?—No.

Inadequate out-relief and need of increased minimum scale of relief for the aged.

36315. What is it ?—I am carrying out the Local Government Board suggestion, it is the others who are not carrying it out. We want the relief lifting up. I am carrying out the right way, they are not doing so.

36316. Supposing you got certain cases lifted up to 5s., and other cases, exactly similar in character, are not lifted up to 5s., is that not preferential treatment ?—Certainly it appears as if some are getting preferential treatment, perhaps I am the cause to some extent of their getting that preferential treatment ; it is not that they are getting anything unduly, but the others are not getting adequate, which gives colour to making it preferential, which it is not altogether.

36317. In what way would you get the guardians to agree upon a general policy ; and how would you lay down that policy ?—With regard to the aged, the very least we should do is we ought to supplement whatever they have coming in to make it up to 5s. ; it costs more to keep them in the house.

36318. Would you have that policy put down in a code of rules ?—I would like to know it was carried out by all committees.

36319. In order that a policy might be carried out it is necessary that it should be always in the minds of the guardians who are sitting on the committees, the scale must be written down so that they may refer to it when they forget the amounts ?—Yes.

Need for "byelaws" as to relief and scale of relief.

36320. Therefore you would be in favour of having a code of rules to work upon ?—Yes.

36321. So that all committees could work alike as far as possible ?—For that purpose I would.

36322. And a scale of relief ?—Yes, to supplement up to a given standard

36323. That means really a scale ?—Yes.

36324. The case you have mentioned of old people does not cover the whole field ?—Certainly not.

Out-door relief to single able-bodied men.

36325. There are an enormous number of cases they have to deal with besides old people. What exception do you take to these rules ? Take the first, single able-

bodied men : Would you give out-door relief to single able-bodied men ?—Yes, certainly.

36326. You would, living in common lodging-houses, Residence in say ?—I did not say that, living at home or in lodgings, or lodging even, if they are forced to it, in common lodging houses, house should because they are driven there by circumstances ; and why not bar out-relief. they should be boxed up in the workhouse and kept from any opportunity of getting into regular employment I do not know.

36327. The same would apply to single able-bodied women ?—Certainly.

36328. There is one rule here which says : That persons residing with relatives where the united income of the family is sufficient for the support of all its members, whether such relatives are liable by law to support the applicant or not, should not have out-door relief. I think in one of your paragraphs, paragraphs 10, you mention the same sort of thing and say that you would give relief under such circumstances ?—Where an applicant is living in the home of her son-in-law.

Question of out-relief to persons residing with non-lia-ble relatives.

36329. It says, "with relatives" in your rules, not particularly the son-in-law ?—I have seen so many cases of persons who reside with the son-in-law and have been refused on that account that I made a special note of it.

36330. Even if the income is sufficient for all its members, without question it is amply sufficient, you would say still the person should have relief from the Poor Law ?—It is not amply sufficient ; I am talking of working-class families.

36331. I am putting a proposition to you where the aged person is living in a household where the income is amply sufficient for all ?—I have not seen it yet.

36332. You have not come across such a case ?—No, we do not with the working-class people in Hulme.

36333. Would you say in such a case they ought to be recipients of Poor Law relief ?—I do not think those cases are likely to come before the guardians. I have not experienced it. I am not going to commit myself, where they have ample means they are not likely to let a person in their homes be a recipient of Poor Law relief. Where we get the applications from is from working-class families where the man has sufficient to do to maintain his own. I will stand by this, even in the case of an artisan or a mechanic.

36334. You mean where the income is slender and there is not ample means to provide for the aged person in the home, that then of course they ought to be eligible for relief, that is what you really mean, is it ?—Yes, I do not think a working man can afford to keep anyone above his own family, if he wishes not to be a recipient of Poor Law relief himself.

36335. You think there must be a little more moral obligation towards relatives than towards strangers, do you not ?—Yes, I do, but there is a moral obligation upon society to maintain the aged person.

Need for old-age pensions

36336. You get over that by recommending old age pensions ?—Certainly, a very just thing.

36337. That would meet such cases, would it not ?—Yes, in fact I do not desire to argue for relief for the aged.

36338. Do you leave out of account altogether in the case of the persons that you consider as eligible for out-door relief their conduct in life. Do you leave that out of the question altogether ?—I do not leave it out at all, but the persons who have not such good characters are the products of our society ; they are made by the social conditions, and I can see every day children now who in a few years will be mere corner boys because they are brought up in the slums : they do not put themselves there, the conditions are such that they will become militiamen for a few years and loafers so-called, and it is society that allows such conditions. Mainly the lack of employment is responsible for it, and I do not think we ought to further victimise these people who are the products of such conditions as that, even although they have not good characters.

The question of merit as a condition of relief.

36339. Leaving out of question altogether what has caused their present condition ?—I cannot leave that out.

36340. Supposing you have a man who leads a drunken disorderly life and he neglects his family, has been before

The question of merit as a condition of relief.

the court for neglecting his children and neglects his work, do you consider he would be equally eligible for out-door relief with a person who has led a respectable life?—You are carrying my idea of out-door relief too far. I believe with men of that kind, in setting them to work. There is more than out-relief; in speaking of able-bodied I prefer work and not out-relief at all. I would go so far as to refuse to deal with them on out-relief; if we provide them with work it does not matter so much about character if you are going to make them earn their wages.

36341. Supposing a man was ill, and a respectable man, you would have no questions as to giving out-door relief, would you therefore give out-door relief to a disorderly person similarly circumstanced?—When he was ill?

36342. Yes?—Most likely; hospital treatment might be better, I could not say; I do not see why we should require to give out-door relief to a sick person if we have got hospitals capable of dealing with the case and making them fit for work quicker.

36343. Supposing a case in which you would not in the ordinary way order the infirmary, where it was not necessary to order the infirmary, would you give out-door relief or in-door relief because of the man's previous life?—In a case of sickness?

36344. Yes?—It is to society's advantage, and to the advantage of the individual to get him well as soon as possible. I do not see but what he could have hospital treatment, and if we are not going to give him adequate treatment medically then let us deal with him by out-relief if we are so foolish.

36345. The point is would you decide whether you would give out-door or in-door relief by a man's character at all?—Do you mean put a man in a workhouse and not in an infirmary, if so I say put him in the infirmary if anywhere.

36346. Would you decide whether a person should be given out-door or in-door relief upon his character in any way? Would you leave character out of the question altogether?—No, I cannot, not altogether.

Medical expediency as the determinant of the nature of medical relief.

36347. (*Mr. Lansbury.*) Would you not say that with regard to a person who is sick, whatever treatment the doctor considered the best for the case was the treatment you would support whether in-door or out-door?—The doctor would be a better judge certainly.

36348. Is that not really what you would want to do with any case of sickness that came up: it would depend upon the expert as to how the person should be treated? Yes, that is all right, but the doctor's recommendation would not be with regard to the house in-door, it would be for the infirmary.

36349. I meant whatever the doctor thought was best?—If the doctor says inside, it is a case for the infirmary.

36350. That is all I meant, out-door as against in-door?—I cannot understand a case of sickness going into the body of the house at all.

36351. It would go into the sick ward then?—The infirmary ought to be separate from the house: it would be no use to put it into the sick part as it is to-day.

36352. (*Mr. Booth.*) I understand Mr. Bentham's question to be with regard to a person not so sick as to be under the doctor's care, but to be incapable of earning money, and whether the past history of that person was to be taken into consideration with regard to the treatment of the case.

36353. (*Mr. Bentham.*) That is so far as the decision whether you should give in-door or out-door relief. Take a man who is partly incapable through his past life, drink or otherwise, and the medical officer says this man can get no better treatment inside than outside, he is weak and so on, but he drinks away his money when he gets it, would you give that person out-door relief, or would you say because of his conduct he must come inside?—I am not going to defend a drunkard at all, but people who are in receipt of 15s. a week cannot drink that much, and very often their employment necessitates that they shall drink: chemical workers have to drink.

36354. In cases of known drunkards where you have reason to believe that the money that is given in relief will not go for the maintenance of the family you would not give relief?—No, not outside relief.

Need for infirmary separate from workhouse.

Drunkenness as a bar to out-relief.

36355. You say you would not give relief on the assumption that the relief would be supplemented from other sources. In order to ascertain whether relief is being supplemented from other sources, or whether there are any sources of income, you would favour a very strict enquiry, I suppose?—Certainly, it is done to-day.

36356. You think the enquiry that is already made by the relieving officers is quite sufficient?—I am not going to say sufficient; they ascertain all they can and it may be all that there is to ascertain. We have increased the number of relieving officers in our union so as to give them less to do in order that they can pay better attention to enquiries into the cases.

36357. You believe in thorough enquiry?—Certainly.

36358. With regard to children, you agree to a certain extent that children should be removed as far from the workhouse precincts as possible?—Yes.

36359. Are not all children that are admitted to the Chorlton Union sent first of all to the workhouse?—Yes.

36360. Before they are drafted to the schools?—Yes.

36361. They are kept in receiving wards at the workhouse?—Yes.

36362. Where there are adults?—Yes.

36363. Do you consider that a satisfactory arrangement?—No, and the Chorlton Union have under consideration the erection of receiving wards for children to be in two sections, one for them to be brought in at the commencement and then transferred to another part before they are transferred to the children's home at Styal and they will be separated from the adults. Of course it needs building, but it is in contemplation.

36364. With regard to classification generally are you in favour of classifying inmates by separate institutions, that is one institution for one class of inmate, say your able-bodied of the worst character, which would be a test house in a sense, and then another for the aged people, which would be more comfortable, and another institution for your sick, and others for special cases?—No, I am not in favour of such classification in the workhouse at all. I prefer that we should take the infirmary entirely away from the Poor Law administration; and place the able-bodied under a body that will set them to work. Why maintain them if they will work? They have not the opportunity to work, hence they become loafers and vagrants.

The sick and able-bodied dealt with by non-Poor Law authorities.

36365. What would you do with a man who will not work?—I have not learned yet that there are people who will not work.

Work-shirkers, their numbers, explanation, and treatment.

36366. You have never come across one?—You should take into consideration the conditions for the years past that have produced a person who shirks work, but there is such a thing as putting a shirker to compulsory work. From my experience, knowing the working class as I do, the main thing they lack is the opportunity to work. These people, so called idlers at the present day, I know very well would work. The odd ones, if there are any, could be dealt with by compulsion.

36367. You have in your mind there may be some odd ones?—There are other people at the other end of the scale who will not work and never intend to. I am not going to condemn the lower end because they have been compelled to be idle for so many years, compelled on account of work being prohibited to them. Because they appear now to have got chronic it is said they never will. Give them an opportunity of work at 18s. a week and there will be a change.

36368. It is not a matter of condemning them so much as ascertaining whether they exist or not, whether such a class of persons does exist?—I have not made my mind up that they do exist, as I say my knowledge of them is that a person, a so-called idler, if offered work will do it, but if you offer work when they cannot get a livelihood out of it it is a different thing.

36369. You think if proper work were offered to all able-bodied men under any other authority than the Poor Law that the men would work their hardest, that is work as hard as is necessary in proportion to their strength, for the public good?—And for their own good.

Suitability of distress committees for dealing entirely with able-bodied.

36370. For their own good in the first instance. Do you think it is possible for distress committees under

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The motives of refusal to give out-relief.

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your plan to find sufficient work for all men who may apply?—I am not concerned whether it is possible or not. It is a thing that is necessary to be done by someone, and the distress committees in commencing to deal with this great problem are the best at the present time. If we can extend the powers, and if they learn by experience how to handle a large number of persons, all the better.

36371. You would make it possible for all men to apply for work and you would make it imperative on the part of the authorities to provide those men with work and wages?—Certainly.

36372. What effect would that have on men at the present time who do to a certain extent insure against unemployment by joining various trade unions, friendly societies, and so on in order to provide an income when work is scarce? Would the men continue to join those trade unions and insure against unemployment if there was work ready for them without?—They only join the trade unions and combine in the trade unions on account of the fear of unemployment.

36373. If you take that fear away by providing constant work from a public authority which they can always fly to, there would be no necessity to join the trade unions?—No.

36374. You do not think they are necessary in that respect?—No.

36375. You would let the State take the whole responsibility for all exigencies of life, for sickness and for unemployment I mean?—I will say Yes, for sickness and unemployment.

36376. You would make unemployment and sickness a State charge as it were?—Yes.

36377. Therefore no one need in the future prepare for either of those two contingencies?—No.

36378. (*Miss Hill.*) You spoke about a difference of opinion sometimes occurring on the relief committees with regard to whether it was wise or unwise to offer the house, and you said some guardians were in favour of economy?—Yes.

36379. I suppose you realise that it would not be only a question of economy with a good many people; that they really do think that men as a rule can better provide for their own families than any State can do it, and that we must be very careful not to interfere with that sense of responsibility and duty and the affection which comes from the fulfilment of it; it is not by any means only a question of economy that is in the minds of those people; they may be right or wrong, but it is a different view of things: you realise that, do you not?—Not as you put it.

36380. You do not think there are people who really believe that we will, say, lavish outdoor relief, or extensive outdoor relief, has really supplemented wages and therefore lowered them?—I say these people do not understand the real position of the persons they are dealing with.

36381. That may be so, but their motive is not economy?—Yes it is, they must be careful of the rates.

36382. I do know about individuals, but surely you recognise that some are instigated by other motives than those of economy?—They care about the poor ratepayer instead of the poor people the rates are levied for. I might say in answer to that if you are speaking of persons who are unemployed, compulsorily unemployed, all the persons that there is work for are employed, and there is a surplus, they are in different grades, and unless society offers work to these people they must find maintenance for them and not niggardly maintenance even at that.

36383. I was not speaking about a particular policy which it might be wise to adopt, but I was saying that there are people who see these other reasons for throwing people to a certain extent on their own resources and for taking care they do not paralyse their energies?—Throwing them on their own resources in that manner means that if they do get up one fine morning and bestir themselves very actively and get a shop they get someone else's job and there is no change; you have another person out of work instead of that one.

36384. (*Mr. Phelps.*) When you said you thought 5s. was the point to which you would work up for relief per head, had you any particular reason for taking 5s.?—Only that I think that is as much as I can attempt to

demand for the aged people at the present time, but I do not think it is sufficient.

36385. You know the working-classes in Manchester, I gather?—Very well indeed.

36386. What do you think is the sum that a person can live upon, take a single couple, a man and his wife, under conditions which are tolerable from your point of view?—To be comfortable?

36387. Under conditions which are tolerable?—Workless or aged?

36388. Aged?—I do not think they could live at all comfortably on less than 10s. each.

36389. A married couple?—Yes, comfortably.

36390. What would you put their rent at?—5s. to maintain the house which they had in their younger days I will say.

36391. What I meant was that they should be lodged suitably according to one's notions?—I do not see why their home should be broken up after a life of toil, say forty or forty-five years' working. I do not see why we should take into consideration putting them in rooms. In speaking of adequate means, I do not believe in the 5s. pensions at all; if there is any justification for a pension let it be an adequate pension.

36392. You only took 5s. as the maximum that you hoped?—?—Not the maximum.

36393. The maximum that you hoped your board might be induced to give?—I should like to see that 5s. attained, because it might be a starting place to get more.

36394. Quite so; on the whole you think that £1 a week for an aged couple is about what the State ought to give in the way of assistance?—Yes.

36395. With regard to the conditions under which people live, are you prepared to be stern on that point if you find people living in surroundings which are not tolerable?—I should like to improve the surroundings, certainly.

36396. How would you secure that people should live in surroundings which were good?—If we did give 10s. pensions to aged people we could stipulate that they should not reside in the slums, because it would be something reasonable to live upon.

36397. That is to say that you would say they should break up the home?—I should stipulate that they would live in the suburbs and get the fresh air; it would prolong their lives and they would get the pensions longer.

36398. You would break up their homes if it was for their benefit?—It would be desirable for them not to live in the slums.

36399. You would not consult their wishes on that point?—Under certain circumstances I might do; in the poorer districts, which I have in mind, certainly there are conditions that it is very desirable to get away from if you can. I have not managed yet to get away from them, but I can see it is quite possible for another person's good to insist that they shall leave those conditions.

36400. Take another point, with regard to medical relief you said you would be guided by the doctor practically whether persons would be best treated in their own homes or an institution?—In an infirmary, yes.

36401. I dare say you have come across cases of phthisis where doctors urge very strongly the removal of the patient?—Yes.

36402. Would you be prepared to effect that removal by force?—No, I could not commit myself to that at present, although I recognise the force of it.

36403. You would not lay it down as a general rule that the doctor's advice should always be taken?—I may be wrong on that point, but I should try to persuade them perhaps. Take the father of a family, although it is for his own good it means he has to be taken away compulsorily altogether from his family.

36404. I am not thinking of his own good, but the good of his children?—That is the point I am looking at it from.

36405. You would be prepared to see them affected by phthisis?—No, I would not.

36406. I only ask what course you would adopt in those cases. However, I do not want to press it. It is very difficult, I quite agree?—I know the reason, and see the

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The relation of relief and old-age pensions to housing conditions.

Question of compulsory removal of phthisis cases to infirmary.

force—I have seen it before—of saving the children, and yet there is the other sentimental question. We have not the power to force them at the present time.

36407. No, you have not. Take another thing, which is not physical but moral, a certain amount of unworthiness on the part of the parent, proved unworthiness, would you think that was a reason for separating them?—No, I should rather tackle the conditions which made them unworthy.

36408. It might take a long time to improve those conditions, and the children might be lost in the interval?—I do not think if we take a given case it would take long if tackled in a proper manner.

36409. Do your guardians ever adopt children?—Yes.

36410. Do you think that is a wise course?—Yes, save the children, yet the parents are the creatures of circumstance, and we allow the conditions to remain which necessitate that other people will follow in the same footsteps, and we shall have to take their children away from them. We never learn by having taken the children away from the parents to alter the conditions which made those parents unworthy.

36411. That is quite true, but still there may be cases in which the alteration of circumstances might come too late to save the parents. However, I do not want to press it in that direction. With regard to the finding of employment, I heard all you said in answer to Mr. Bentham. Have you read much of the history of the Poor Law before 1834?—A little.

36412. Do you think on the whole experience really goes to confirm your view that people would work as well employed by the State as if they were employed by outside individuals?—I do not think they are parallel cases.

36413. How do they differ?—From my little knowledge of it, Poor Law was given to subsidise wages.

36414. An immense deal of employment was found under the Poor Law, was it not?—Not that I am aware of. There was relief given, but the persons that relief was given to were working for farmers, and it was simply subsidising cheap labour; the farmers were getting the benefit. No one would advocate that silly system now, but it is different to provide employment upon a standard of 18s. a week and the men have got to do the work; I do not mean unnecessary work.

36415. Do you not find a good many cases in which the parish actually gave direct employment?—It may have been so. That is the main point.

36416. (*Mr. Booth.*) You would maintain the rate of wages below that of the ordinary market rate by the rate of wages offered for the national employment?—No.

36417. Is not 18s. below the market rate?—No, I can find people working for 16s. 10d. a week, men with families, and I can find you a dozen married men with families working at 15s. a week under private employment.

36418. (*Mr. Phelps.*) I gather you would not trust yourself to speak much about the employment before 1834?—Certainly not. I am not very well acquainted with that, but the principle, I think, I have gathered.

36419. I quite see. You say, in your statement, that, in your opinion, you have a good many people in your workhouse at Chorlton who would be better maintained outside?—Yes.

36420. What do you base that on?—I have come across many people in the workhouse who have never been to the union before or never been to the union prior to attaining sixty years of age, and they have not had the option of out-relief. To my mind, those cases ought to be reconsidered, and out-relief given to them if they can live suitably on, say, 5s. per week. I do not think they ought to be in the House.

36421. My own experience has been so different, that I am asking the question. You think there are in Chorlton Workhouse a good many people, whose relatives are ready to receive them, who could be carefully looked after and tended outside the workhouse?—Yes.

36422. Have you any idea what sort of percentage those would be?—No, I have not; but I am not mixing

this up with actually living with their relatives, if there is adequate out-relief. Out-relief is not limited even to 5s. a week. We get respectable cases which have never been to the Poor Law in their younger days, and only come now on account of age; they ought not to be sent into the workhouse if they are willing to live outside on adequate out-relief, never mind their living with friends.

36423. You think there are a large number of those cases in your workhouse?—Yes, I do.

36424. What sort of percentage?—I could not give you an average, but I went round one of the rooms in one of the aged blocks the other day, and I asked at what age they had come in, and there were a few cases under sixty, but 75 per cent. of those cases had not been there before attaining sixty years of age.

36425. That does not quite answer my question?—No, because I have never ascertained the figures of the proportion; but we have had many applications, and I can give you one instance of a man named Williams. He had been prior to that in receipt of half a crown; he could not manage on that, and he came into the workhouse. He appealed to me and to Mrs. Garrett, a lady guardian, to see if we could get him more than half a crown. That man is now getting 5s. out-relief, and he does not want to go back into the workhouse. That is a case where half a crown was inadequate, and he had to go into the workhouse. We got it raised for him, and he is out of the workhouse and living with his wife.

36426. Living with his wife?—Yes, she was younger than he. She could earn something, but could not earn sufficient to maintain the two.

36427. Did she come in when he came in?—No, she was living outside.

36428. I quite agree that is a strong case. Have you many married couples in your house?—There are three married couples living together, and there are a few more desirous of doing so; but I could not say how many married couples there are who are separated.

36429. To what extent do you make provision for them?—Very little provision is made for them. There are only three rooms.

36430. Are they generally occupied?—Yes.

36431. You find people desirous of living there?—Yes. I know of one room occupied by a couple, the husband died, and it was filled up. When the man died the widow had to leave the room immediately and go into the body of the house, and another couple was put in, showing that another couple was ready, and also showing that provision had not been made although the law provides for it.

36432. Do you think there are many people in the position of the man Williams whose case you quote, with wives outside?—No.

36433. You think it is a rare instance?—Yes.

36434. (*Mr. Bentham.*) Was your union one that was selected to make an inquiry of all aged people in the house who might be got out upon the payment of 5s., 6s., or 7s. a week, if suitable homes were found for them? Was Chorlton one of the unions selected?—No, I do not remember: if so, it was before I was there.

36435. It was four or five years ago?—I have been there under two.

36436. You have not heard whether it was?—No.

36437. (*Mr. Phelps.*) In Paragraph 12, you say you have just returned from visiting an undiscovered case of destitution. I do not know Manchester well enough to say, but do you think those cases of undiscovered destitution are common?—I think there is more than I care to see.

36438. You have in Manchester a considerable network of charitable and other institutions, parochial and what not?—Yes, but there is more trouble to get money from some of these charitable institutions than to get it from a Poor Law union.

36439. When you say undiscovered cases of destitution, do you think it is easy for a person in an ordinary English town to be destitute without it being discovered, I do not say relieved, but discovered?—This was the second case within a very short period.

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The proper method of dealing with the children of vicious parents.

Comparison of State provision of work and the subsidisation of wages under the old Poor Law.

Rates of wages in Manchester.

Aged inmates of Chorlton Workhouse who might properly receive out-relief.

Mr. W. E. Skivington. 36440. How do you satisfy yourself that it had never been discovered?—They had not had any help.

15 Jan. 1907. 36441. They had not been relieved, you mean?—The man had been in fairly good circumstances a few years ago: he had worked twelve years for the Salford Corporation, and after that he had been in a chip-potato business, which he set up out of his savings, and he had done pretty well, but there came opposition the same as there is in all businesses and it dwindled his takings, till he had to leave it without anything, and seeing that old age had come upon him, he had gradually gone down till, when I was requested to call at that house, the man was going out finding paper amongst the warehouses and putting it into a bag and making a few shillings per week by that to maintain the two. It was a very respectable case indeed which shirked going to the parish for any help. I was in that house about an hour and a half: I had been told that the people were starving: I got the address, and I went there, and I went away understanding that he would go to the union in the morning, but I impressed it upon his wife that, if he changed his mind, she should go herself.

36442. When you say to the union, you mean to the relieving officer?—Yes.

36443. You do not mean into the workhouse?—No, for out-relief.

36444. I do not want to press the point too far, but how were you informed of it?—There was a case close by us of an aged woman and her daughter who were starving and had been to the office and were refused out-door relief. I lived in a shop. This case was spoken of in the shop, not while I was there, but while my wife was there, and a party who lives a few streets away was in the shop, and she said, "I know a case where they are starving."

36445. Do you think these people had not been visited by any district visitor, or any person of that sort?—I do not think anyone had visited them with any help at all.

Proposed transfer of medical relief to the Sanitary Authority. 36446. (*Mr. Gardiner.*) I think you told us you would like to transfer the infirmaries to the health authority?—Yes.

36447. On the ground of a better chance of improved administration?—There are really a good many reasons for that.

36448. Would you mind telling us what they are?—One reason is that the relief committees as well as the medical officers send cases to the infirmary: in some cases the relief committee will urge upon the applicant to go into the infirmary, because they will be dealt with better. In other cases the medical officer outside sends cases to the infirmary which he thinks right, and they are kept in the body of the house in many instances.

36449. My question was this, why do you presume you would get better administration from the corporation or the municipal authority than you do from the board of guardians?—There would be no workhouse to put them in.

Medical relief resulting in non-medical relief. 36450. That would not improve the administration?—It would improve the treatment: they would not be put in the body of the house when it is a case for the infirmary. In many of these cases they would not have gone in to go into the body of the house. I have a note here of one on January 7th: "A. S., aged 27, suffering from rheumatic." He was discharged to the body of the house. Very handy is the body of the house to put people in from the infirmary: if it was under a different authority, they would not have the house to put them in.

36451. (*Mr. Bentham.*) What would become of them?—They would provide some place for convalescents.

The reasons for dissociating medical relief from the Poor Law: absence of convalescent homes: pauper wardsmen: the pauper stigma, etc. 36452. They can do that now, cannot they?—The body of the house is not a fit place.

36453. It is within the power of the guardians to provide convalescent places?—While the house is adjacent I do not think that is likely to come about; but there are many other reasons for it.

36454. (*Mr. Gardiner.*) It depends upon the guardians whether it is likely to take place?—There are other reasons I would like to give, because I feel very strongly on this. One is the pauper help in the infirmaries. That

lies with the guardians; and while the pauper help is so handy, it will be used—these ward-men and ward-women; and there is a lot of pilfering goes on and trucking or trading in a small way. These pauper wards-men manage to save money by that means, and they go out now and again and spend it; they also initiate gambling into the infirmary wards, they become experts being there so long. That is another reason. Not only that, but there is a certain stigma attaching to a citizen entering the union infirmary, the rate-maintained hospital, the hospital that is maintained by compulsory payments from citizens, but there is not in entering a voluntary hospital. Not only so, but the union hospital is our main accommodation. We provide two or three times more accommodation in our union hospital in Manchester than in all the other hospitals put together. It is the main hospital for hospital cases, and our main supply of accommodation for sick treatment should not have any stigma attached to it at all; it should not be on a lower level than any voluntary institution. In fact, I think it should be on a higher level. If it is separated from the Poor Law administration, that would place the citizens' hospital on a level that no citizen would hesitate to go into it for treatment.

36455. (*Mr. Chandler.*) You have spoken of the scale of out-relief in the Chorlton Union. Do you think that scale which you have handed to Mr. Bentham is a liberal scale and, if acted up to, would be adequate for those cases?—I candidly say, as I told Mr. Bentham, that I did not follow that scale, that I had not seen it used, and that no guardians follow it.

36456. Do you think it is based on a fairly liberal scale of allowances?—Yes, that appears to be so.

36457. So that each guardian having a copy of that recommendation, if it was acted up to generally, you would be prepared yourself to admit that out-relief was granted fairly liberally?—It starts with two persons; it is not adequate, it is not sufficient. There is no one person marked. In respect of aged people, six shillings is not sufficient for two persons.

36458. In some cases you think it is insufficient?—Yes.

36459. As far as securing uniformity of treatment by the various committees, the superintendent relieving officer attends each out-relief committee, I believe?—Yes.

36460. That scale in its origin was to secure uniformity of treatment from the various committees?—Yes, there is no doubt, but what I said applies more to aged people. Whatever guardians are there, no one seems to treat the aged people with adequate out-relief.

36461. The superintendent at least should be able to point out to each committee the general practice of the other one, and so on, so as to secure uniform treatment all along the line. I think you will admit that Chorlton Union has the reputation of being extremely liberal in granting out-relief?—Yes. I believe so, although I have no experience of any other.

36462. The dividing line between Chorlton Union and Manchester is only an imaginary one as far as the City is concerned; have you ever thought that there should be uniformity of treatment throughout the whole of Manchester?—No, but I have no doubt there could be if we would fix upon a certain amount for each individual, *i.e.*, what a doctor would certify that people could live upon. We could then supplement their income to an average that people could live upon without starving.

36463. That was not exactly my point. My point is: Effect of you will admit, I think, and I am sure the Manchester variety in Guardians will admit, that their treatment of out-relief scales of cases is less liberal than that in the Chorlton Union, relief consequently the more Chorlton Union is increased is it not possible that people will go over to qualify in that union instead of remaining in Manchester?—I do not think it will attract in that way. There are other circumstances that are forcing the people from Manchester into the Chorlton area. They are pulling down so much property in the centre of the town. There is the railway there and places like that, and it is rather old property, and the demolition of dwellings of that kind is forcing people from the city, and especially into the Hulme district. It is not the attraction of the out-relief, I think it is more the force of other circumstances.

The reasons for dissociating medical relief from the Poor Law: absence of convalescent homes: pauper wardsmen: the pauper stigma, etc.

The scale of relief in Chorlton Union.

Proposed scale of relief based on minimum living income.

Effect of movements of population. Other causes of such movements.

36464. I agree with you, but what I mean is, as long as Manchester remains on the same scale, with the same treatment of out-relief cases, if your policy of improvement and extending out-relief in Chorlton is successful it looks to me that there will be an inducement for people to qualify for that?—I am arguing, I must repeat again, for adequate relief for aged people, till we get old age pensions.

36465. (*Mr. Loch.*) Have you many instances in which gambling and that sort of thing has been carried on through the intervention of pauper officials?—They know me now, and it is very difficult to get hold of anything like that, but I have got indirect information and I know it is done. I have actually seen it; I have seen the money change hands.

36466. It is done to such an extent that, so far as you can judge from your own opinion, it is a prevalent evil?—I do not say it is done extensively, but so long as these wardmen are allowed to introduce it and play with the inmates they become experts, the inmates come, and go; and the wardmen remain, they become experts and there is no doubt the upshot of it all is that the coppers find their way into the wardmen's pocket—honestly.

36467. Do you mean playing at cards?—Dominoes.

36468. That is what they gamble with?—Yes, a halfpenny a game.

36469. Does this to your knowledge, escape the knowledge of the workhouse officials. Have you spoken to the master of the workhouse about it?—No.

36470. Have you brought it before the guardians?—No, I took it into consideration; I consulted some friends, and I was advised not to bother with it, yet I do not like to see it.

36471. I am speaking of the paupers who are employed; I understand you are only referring to them?—Yes, I do not think it would operate with paid servants.

36472. Therefore the remedy of employing paid officers instead of paupers would meet your point?—Certainly, and more than that, because that is the lesser of the two. I have been informed on very good grounds, because no guardian can get to know these things for himself, that these pauper helps will detain say eggs from sick people and sell them to others, and of course there is a profit on the transaction; they take a few days liberty now and then and have a good time with the money that they have got together, which must have been extracted from the sick inmates.

36473. Are these paupers who are assistants ins-and-outs in the sense that they go out for a month and come back?—They remain there for years; they ask for a few days liberty every two or three months.

36474. And they get a short holiday that way?—Yes.

36475. Is that the ordinary practice in your workhouse?—The ordinary practice.

36476. Does that come before the guardians at all?—The application for liberty is submitted to the relief committee, they do not know when a wardman applies.

36477. Does it come before the house committee?—No.

36478. It is left entirely in the hands of the officials?—Yes, it is left alone. I have been making enquiries—of course you recognise that I have only been there under two years—and last Wednesday on the workhouse committee, through some misconduct on the part of two men who had been there about two years each, I and another guardian took advantage of it to order those men to Tame Street, which they would not accept. That was a means of getting them out. They were young men who had been in too long; they had been in there over two years. There was one younger still who had been there over five years, and he seemed to me to be making the workhouse his home. I do believe that these people ought to be helped outside rather than they should be given institutional relief.

36479. It is that type of man you think is making the mischief you refer to?—Yes. You will find plenty in the workhouse who have been there years, they get into some little billet, they do not work for wages, but they can always make something and go out and take a little

holiday, they are content to work like that, it may be on account of the difficulty of obtaining work outside. *Mr. W. E. Skivington.*

36480. You have not said anything to the master of the workhouse about this?—No. 15 Jan. 1907

36481. Would the leave be given by him alone without referring to the house committee or the board?—No, it is not given by the master, it is given by the guardians. *Pauper wardmen and evils connected with their employment in sick wards.*

36482. Therefore the case would come before the guardians at the point when the persons ask for leave?—Yes.

36483. (*Mr. Lansbury.*) Would it be leave they take, or would they take their discharge?—A few days liberty.

36484. They do not take their discharge?—No. You will understand I do not want to give a wrong impression, I do not know this for myself, but my information is very reliable. I mean to say, if I could say that this is done I could stop it. I know one particular person whom I have known for over twenty years, he is a wardman, or he was, because I think he is taken sick and is in the infirmary; he has been a wardman for a long time in one of the pavilions, and I am led to believe that he took about a week's liberty, and he had close upon £5. That looks like being exaggerated, but I do not think it was.

36485. (*Mr. Loch.*) Practically it points to something like possible speculation going on?—I have been told this also by a reliable person that going to visit anyone if they want a cup of tea inside they can get it from one of these wardmen; I cannot get a cup of tea there, but for a penny they will find them a cup of tea.

36486. Would that cup of tea be available on an ordinary afternoon apart from any little meal that was available for the aged?—I think so.

36487. Are you satisfied that the enquiries made by relieving officers are sufficiently good?—For out-relief? *The comparative effectiveness of enquiries into out-relief and in-relief cases.*

36488. Generally, for all cases which come before the board?—I do not think they are for inside.

36489. You think they are for outside?—They are far better, they make more enquiries outside. There is a tendency not to make sufficient enquiries for inside.

36490. You mean certain indoor cases appear and are offered the house, and so are not enquired into, is that it?—Yes.

36491. There ought to be the same enquiry relatively in those cases as in others?—Yes, for this reason, in the case of aged people it may be that if the case were better considered it might not be sent into the house at all, it might be given out-relief.

36492. You think that the enquiry with regard to the out-relief cases is sufficient?—Yes; there may be some cases where it is not.

36493. Take the application and report book, do you think the enquiries in that are sufficiently filled up?—In what book?

36494. The application and report book, you know the book?—No, I do not. We have application forms which take the place of an application book.

36495. Taking the application form, that, I presume, has got on it all that is in the application and report book?—As much as the relieving officer can get.

36496. Do you think that is sufficiently filled up?—Yes, I do, I mean, speaking generally; there may be cases when something else is added afterwards, something overlooked. Generally speaking, I think it is pretty well filled up.

36497. Take a point like the actual amount of the wages, do you find that the employer has been asked with regard to that?—We are very careful in our union in sending to the employers.

36498. That is the point I wanted to get out?—We are very careful indeed, perhaps too much so. In cases where they corroborate the statement, the employer, in the case of a relative, has got to know he is concerned in some matters in connection with the Poor Law.

36499. And also with regard to the children. Not only those who are actually liable to pay, but with regard

Pauper wardmen and evils connected with their employment in sick wards.

Mr. W. E. Skivington. to relations that may possibly be able to help, although they are not liable to pay, do you take any account of them?—I should not like to.

15 Jan. 1907. 36500. You would object to it?—I should not like to see it was going to be done.

The question of taking into account the earnings of non-labile relatives resident with applicants for relief. 36501. You do not think it better for aged people that other relations than those legally responsible should help?—Why should a person help if he is not legally responsible?

36502. You mean that the line of duty is the line of legality?—The line of duty rests upon society equally as much or more; you are speaking now of those that have worked, say, for forty, forty-five, or fifty years. There is a moral obligation upon society to look after the aged without impoverishing their children.

36503. Take it quite generally apart from the aged, take comparatively young people if you like—I only want to get your view—would your view hold equally well with regard to that case?—I do not think we ought to enter into the circumstances of any person not legally responsible.

36504. Nor rely upon them at all for help?—Certainly not, unless they volunteer it themselves.

Residence in common lodging house as a bar to relief. 36505. (*Sir Samuel Provis.*) With regard to Paragraph 11 of your statement, is it the case that when a person is living in a registered house the guardians will not give him out-relief if he becomes destitute?—That is where

a lack of uniformity occurs because that is only so with regard to some. In some cases it is given, in other cases it is refused. I had in my mind one particular case in which it was refused on that account when I knew of cases where it had been given. Residence in common lodging house as a bar to relief.

36506. What was the ground for the refusal?—Generally it is said that they do not give relief in lodging houses.

36507. On what ground is the refusal, do you know? Why do the guardians refuse to give relief in cases of that kind?—I do not know; it is said it is on that ground, I cannot imply it is on any other.

36508. You do not know what the underlying objection is?—I take it it is what they say.

36509. I mean the objection that is taken where persons are living in houses of that kind, is it that the sanitary conditions of the place are unfavourable?—No; the reason that has been given to me is that on account of the house being sublet Mrs. So-and-so gets to hear of relief being given and she thinks she will apply for relief too.

36510. Therefore the fear is that other people living in the same tenement will apply?—That is the reason, I believe.

36511. Do you think there is ground for that objection in your own experience?—No, I do not.

Mr. ALEXANDER McDUGALL, called; and Examined.

Mr. A. McDougall. 36512. (*Mr. Booth.*) You are an alderman of the City of Manchester and a guardian of the township of Manchester?—I am.

5 Jan. 1907. 36513. You have prepared a statement giving an expression of your views which is extremely interesting and valuable, and we propose to take as your evidence-in-chief; I understand that you have mentioned that you wish to revise it in some small particulars, but I hope you will not take too much out?—I do not think I have done so.

(*The Witness handed in the following statement.*)

CLASSIFICATION OF PAUPERS AND RELIEF OF PASSIVE POVERTY.

The objects of the Poor Law. 1. The main purpose of Poor Law administration is to afford relief to destitute persons in the manner best suited to supply their need, without holding out inducements to neglect self-support.

Need for discrimination in the method of relief. 2. Guardians have to deal with applications from persons of most varied character, and yet can refuse none, if there be sufficient evidence of destitution. Relief must be given in some form; the only distinction to be made between claims that arise from indolence and vice, and those that are the outcome of sheer misfortune and the grip of forces which the applicant has been too weak to cope with, is found in the method of affording the relief.

Relief must be adequate yet deterrent. 3. The relief must not be of such a kind as would put the recipient in as good, or at any rate a better position, than any wage-earner who is industrious and thrifty. Also it must not be continued longer than is absolutely necessary, every inducement being given to return to efforts of self-support. Guardians must be prepared to meet with promptitude the needs of applicants, whether as regards food, shelter, clothing, medical aid, or nursing.

4. Briefly, the great mass of Poor Law relief distributed throughout the country consists of either shelter, food, clothing, and medical treatment within the workhouse, or grants of food and money with necessary medical aid at the houses of the applicants.

Need for classification in the work-house. 5. It is not my intention here to enter upon a discussion of the relative merits of indoor and outdoor relief, but as the desirability for classification is greater and more apparent in the administration of indoor relief, I shall allude to that method more particularly.

6. It may be taken that generally throughout the country the authorities of workhouses have to deal with persons differing widely in character.

7. Being gathered into one establishment, all must be subject to regulations framed to be deterrent to the lazily

disposed, and to prevent preference of the workhouse to labour. Where arrangements are not made to classify the inmates with regard to character the day rooms and dormitories are necessarily shared by good and bad, and close association is inevitable.

8. This aggregation of inmates is not at all unpleasant or irksome to the loafer, to the vicious, to the drunkard seeking the comfort of the workhouse after debauch, or to the careless idler, who is ever preying upon the labour of others. Their chief objection to the workhouse is the curtailment of liberty and the absence of opportunity of self-indulgence. But to the reputable, clean-minded inmate this association with the depraved is the bitterest and most humiliating experience of life.

9. The Consolidated Orders of the Local Government Board contain general instructions for classification which relate to sex, age, condition of health, and are as follows:—

Classification of Paupers.

10. "Article 98.—The paupers, so far as the workhouse admits thereof, shall be classed as follows:—

"Class 1. Men infirm through age or any other cause."

"Class 2. Able-bodied men, and youths above the age of fifteen years."

"Class 3. Boys above the age of seven years and under that of fifteen."

"Class 4. Women infirm through age or any other cause."

"Class 5. Able-bodied women, and girls above the age of fifteen years."

"Class 6. Girls above the age of seven years and under that of fifteen."

"Class 7. Children under seven years of age."

11. "To each class shall be assigned that ward or separate building and yard which may be best fitted for the reception of such class, and each class of paupers shall remain therein, without communication with those of any other class."

12. "Article 99.—Provides.

"Firstly, That the guardians shall from time to time, after consulting the medical officer, make such arrangements as they may deem necessary with regard to persons labouring under any disease of body or mind."

"Secondly, the guardians shall, so far as circumstances will permit, further subdivide any of the classes enumerated in Article 98, with reference to the moral character or behaviour or the previous habits of the inmates, or to such other grounds as may seem expedient."

Provision in Local Government Board Orders as to pauper classification and defects thereof.

13. This classification fails lamentably to meet the reasonable claims of the respectable and deserving poor.

The deter-
rence of the
Poor Law
to the worthy
poor and
reasons there-
for.

14. Two things are deeply impressed on the minds of guardians and relieving officers; first, the conviction that a large proportion of the persons who obtain relief—though legally entitled to claim it—are undeserving of it, and are kept from effort and self-denial by the certainty of food and shelter in, to them, not uncongenial surroundings; and second, that many very poor persons, for whom they would most readily recommend relief, do not come to apply for it, and are existing in circumstances of sharp penury and all but absolute want.

15. The unwillingness of such persons to apply for relief does not, as far as I am able to form a judgment, arise in the majority of cases so much from unwillingness to be assisted by public funds, or from fear of harsh treatment by union officers, as from repugnance to be associated with mentally filthy and abominable men and women in the workhouse.

16. Under present methods boards of guardians do relieve a vast amount of destitution produced by idleness, drunkenness, and vice, and yet fail to reach many cases in which destitution is the outcome of misfortune and of failure in the struggle of life through causes not arising from personal fault or improvidence.

Large
number of
destitute
women who
will not seek
relief.

17. The large majority of those who endure biting poverty without seeking relief from the guardians are women. Men do not so frequently attain to old age under disadvantageous circumstances as women do. Old men go more readily into the workhouse than old women. Women struggle longer and with greater determination with the difficulties of poverty and the incapacities of old age. Families in poor circumstances find it is less possible to provide food and shelter for an old man who is a relative than for an old woman. He is more in the way, he expects not only a larger portion of the food, but to share in the better portions. He does not fit into the household of a working family as an old woman does, and is not so useful in domestic matters. His welcome is colder, and he desires to get out of the way, and goes to the workhouse. A decent old woman will cling to a home where she may be regarded as the drudge rather than as the grandmother or the aunt, and she will exist on the plainer portions of the meals, and will wedge in both day and night without encroaching much on the means of the family.

18. There are in every union aged women of good character, who belong to no families into whose domestic life they can fit, and on whom they can depend—women who have been domestic servants, assistants in shops, mill hands, nurses, seamstresses, women who have denied themselves in their younger days to support parents and bring up younger sisters and brothers, widows of good repute who have out-lived husbands and children, daughters of fathers who have failed in business, and women left with some provision which has been exhausted.

19. If absolutely unable to earn small sums, they must, of course, apply for relief, but many of them do manage by sewing, knitting, washing, hawking of small articles, or minding children for mothers going to work, to eke out a very scanty living. They dread the associations of pauper life. Having been self-supporting up to old age, they have the most intense desire to keep from even out-door relief, and an utter repugnance to entering the workhouse. Yet they have the daily fear that the workhouse must be the final refuge, and this fear is harder to bear than the pinch of hunger, the cold of insufficient clothing, or the poverty of their surroundings. They fear illness more since it may mean "going into the house" than because it brings suffering and pain.

Absence of
classification
in the work-
house the
chief deter-
rent to the
worthy poor.

20. Where guardians classify applicants for relief according to character, and in dealing with them have regard to mental and moral qualities, much of this dread is removed.

21. The comfort and food of the workhouses are in most cases far better than they can obtain. Many scarcely ever taste meat. Tea with bread and dripping, a little butter, herrings, and occasionally a little bacon, potatoes, and milk are the articles of food in which changes can be made. Two meals daily, very small fires, insufficient clothing and bedding are the best they can have. Rent of rooms or lodgings is with many the great and first object; food must come after rent and fire are found.

Medical practitioners in dense working-class neighbourhoods know well how many patients die, whose chance of recovery from illness would have been good if they had previously been well fed; no strength is left to battle with disease, and though there may be few deaths that would appear on the certificates as directly caused by starvation, yet many deaths are hastened owing to lack of sufficient nourishment.

22. The workhouse is often the most proper place for such persons, and they do not avoid it to the extent that is supposed from dislike to discipline. I hear few fears of bad treatment expressed; the aversion to the workhouse arises from the fear of being forced into close contact day and night with inmates whose conversation is often beastly, and whose tempers and moods must be borne by those who are so unfortunate as to come within their environment. Is it right to present such a test to decent, struggling, and often wearied poverty? No guardian wishes such a test to be offered, but unless there be classification of character in addition to classification of bodily conditions, it must continue its hard pressure. A convict is spared much of the miserable and evil influence of the viciously disposed in the same prison as himself. Vagrants also have had lately their position in this respect much improved.

23. Of late years much has been done to prevent contagion and infection from disease. Isolation is carried out resolutely when the body is in danger. We must regard mental and moral health as quite as much a necessity of life as food or shelter.

24. The main hindrance to the adoption of the system of classification according to character has hitherto arisen from the practice of gathering paupers of all classes into one establishment. Such classification is now, however, in operation in a number of unions and it is generally recognised that the difficulties surrounding its adoption can be overcome. It is gratifying too to find that some boards of guardians (Manchester amongst others) are urging that such classification should be made compulsory on guardians. This would in many cases involve an extension of the workhouse or the combination of two or more unions for the provision of joint accommodation for inmates of good character. The expense which would be incurred would no doubt in some cases be considerable, but this fact should not be allowed to stand in the way of preventing the continuance of an infliction to which so many worthy persons are exposed through no fault of their own.

25. It may be thought that an extension of outdoor relief to respectable persons would prevent the necessity of putting into the workhouse so many upon whom its associations bear hardly. But however willingly guardians may grant out-door relief in suitable cases there are a large number of aged persons who are not capable of domestic work, and whose health, though not needing infirmity treatment, renders oversight and attendance imperative, and others, capable of managing themselves, that cannot be left with either food or money in the midst of relatives who will at least seek to share their scanty provision, and whose habits make quiet and rest impossible. Under present social conditions, there must be indoor sustenance available for the immediate and often permanent needs of well-conducted citizens.

26. There are, however, a number of women, and a lesser number of men anxious to avoid Poor Law relief, who seek to hide the fact of their poverty, and who can be assisted quite apart from the guardians. Many of these are worthy of the highest esteem; their lives are admirable for patience and rectitude. About twelve years ago I became so thoroughly convinced that this was the case in Manchester that I began to search for women and men in circumstances such as Poor Law relief is intended to meet, but who do not apply for it. Those with whom I became acquainted were few at first; they are passive, not readily found, make no noise, and give little sign of their deep want. I made very careful inquiries into their circumstances, and also into the items of the daily expenditure of their small means, and was amazed to find on what small sums life can be maintained in cleanliness and apparent comfort. I will give two cases in which there had been but very little change for years, except the advantage of cheaper provisions in the latter part of the time, and which may be relied upon as actual experiences for long periods.

Mr. A.
McDougall.

15 Jan. 1907.

Absence of
classification
in the work-
house the
chief deter-
rent to the
worthy poor.

Need for
compulsory
classification.

Large num-
ber of aged
deserving
poor unsuit-
able for out-
relief.

Undiscovered
cases of desti-
tution.

Mr. A. McDougall. 27. Widow over sixty years of age, no family, unable to earn more than 1s. weekly, to whom 2s. 6d. is given and rent of room paid. Her average expenditure is :—

15 Jan. 1907
Specimen household budgets of Manchester poor.

	s.	d.
Coal (winter 7d., summer 3d.) average	0	5
Firewood - - - - -	0	1
Bread, 4 lb. (two 2 lb. loaves)	0	4
Tea, 2 oz. - - - - -	0	3
Sugar $\frac{3}{4}$ lb. - - - - -	0	1 $\frac{3}{4}$
Potatoes, 5 lb. - - - - -	0	3
Butter, $\frac{1}{2}$ lb. - - - - -	0	4
Bacon, $\frac{1}{2}$ lb. - - - - -	0	3
Meat, 1 lb. - - - - -	0	6
Onions - - - - -	0	1
Milk, $\frac{1}{2}$ d. per day - - - - -	0	3 $\frac{1}{2}$
Soap, soda, blacklead - - - - -	0	3
Light 1d., sewing materials 1d. - - - - -	0	2
	3	4 $\frac{1}{4}$

(The only variation being the occasional substitution of fish for meat or bacon.)

This left only 1 $\frac{3}{4}$ d. per week for clothing and shoes. When any actual necessity for these had to be met, food had to be less to save for it. She obtained some calico every year from a charity. She had no other help beyond about ten good meals in the year at the houses of well-to-do friends, who would send her home with food that would last her a day or two. She received tickets for about six tea parties in the year. With these exceptions her food was as stated, varying very little from week to week. I found out that of her poverty she gave odd meals to others poorer than herself. She had again and again sheltered young women out of work for days.

28. Widow, sixty-eight years of age, in poorer circumstances, who had not more than 3s. 9d. per week and no help with rent. Her expenditure had long averaged :—

	s.	d.
Rent - - - - -	1	3
Coal and firewood - - - - -	0	3 $\frac{1}{2}$
Bread, 4 lb. (only buys best quality)	0	5
Tea, 1 $\frac{3}{4}$ oz. - - - - -	0	3
Sugar, $\frac{1}{2}$ lb. - - - - -	0	1
Potatoes, 5 lb. - - - - -	0	3 $\frac{1}{2}$
Meat or bacon, $\frac{1}{2}$ lb. - - - - -	0	3
Onions and pepper - - - - -	0	1 $\frac{1}{2}$
Butter, 5 oz. - - - - -	0	3 $\frac{1}{2}$
Soap and sundries - - - - -	0	1 $\frac{3}{4}$
Candles 1d., sewing materials $\frac{1}{2}$ d. - - - - -	0	1 $\frac{1}{2}$
	3	6

This left only 3d. for clothing and shoes. The bright spot to her was a gift of half a sovereign at Christmas yearly, on which she could confidently rely. She had little or no aid of any other kind, no houses to visit, no tea parties (being very independent). She bought only of the best quality. She was cheerful and uncomplaining, and was supposed from her appearance to have plenty. Frequently she made a kind of soup of bread boiled in water, into which she sprinkled a little pepper.

Charitable assistance to destitute persons unwilling to apply for relief.

29. I found that the promise of a little money aid regularly given, and to be relied upon, made all the difference between anxiety and contentment, and brightened to an extent that was wonderful lives otherwise darkened by daily fear of want. Care for to-morrow is often a sharper trial than the pinch of to-day. I therefore undertook the periodical visitation of such cases as I then knew about, and after as careful inquiries as are made into the circumstances of applicants for Poor Law relief, and with every precaution against helping any having relatives who were able to sustain them, I made definite promises of sums of from 1s. 3d. to 3s. per week that should not be discontinued without some notice.

30. After I had an experience of several months, and had visited regularly about twenty such persons, I was so impressed with the change made in their lives by my small but regular grants of money that I was desirous of doing more. One generous friend told me he would gladly be responsible for the cost of fifty cases if I would ensure the careful selection and visitation. This enabled me to widen my sphere of inquiry. I explained my purpose to the relieving officers of the Manchester and also the Chorlton Boards of Guardians, each of whom has

kindly assisted me in finding cases of the right kind. Whilst investigating Poor Law cases, they hear of aged persons of respectable life falling into necessitous circumstances, and send me the names and addresses with opinions as to character. In this way, and also by similar information obtained from district nurses and others, I have come to have an average of about eighty persons, whom I visit regularly, giving sums to ensure with small earnings, or in some cases church or chapel aid, bare necessities. I find that monthly visits are generally sufficient, as persons of that character have almost all during a long life been accustomed to careful economy of money, so that a four weeks' grant is made to last until the next visit.

31. As will be expected with old persons, illnesses occur and some oversight is needed to make sure that they are attended to; but I have not known a case where neighbours or acquaintances have not been most willing to help in the attendance and household work at such times. A good character up to old age attracts respect and good will. One of the greatest pleasures I have had in these visitations has been to see the deep satisfaction and thankfulness that expected sickness has come whilst still at home, and that death may be met in the midst of friends. It is noteworthy that in every instance of death, provision had been made for the funeral by payments to burial clubs, often commenced in early life.

Provision by the poor against burial expenses.

32. To encourage the desire for independence and self-reliance is most essential in any efforts to assist those who are in poverty. They are not at all times in the same distressed condition, they have their better and their worse weeks. At times some relatives are able to assist, who cannot do so constantly. There is a great amount of kindness and readiness to help friends and neighbours among the wage-earning classes. Next to this comes the assistance given in connection with churches, chapels, and mission rooms, then a smaller portion given by benevolently disposed well-to-do persons. All these things need to be inquired about in a friendly way. I see no way of giving assistance without lowering the status and moral condition of the persons helped except by an individual undertaking the work as a social and sacred duty, second only to that of providing for himself and his own family, by becoming as a matter of duty responsible for one necessitous person. The evil results of indiscriminate, slovenly, idle giving are such as to make it a crime against society, but the appropriation of some portion of income to the sustenance of some esteemed neighbour who has "waxed poor and fallen into decay" if carried out discreetly by a tithe of the persons well able to do so would far more than meet all the needs of the reputable poor.

Evils of indiscriminate charity and need for individual care of individual poor.

33. There is sufficient willingness to give, but the misfortune is that this very willingness, unaccompanied by diligence and discretion, causes of itself a considerable addition to the chronic poverty of the nation. The clamorous obtain by far the greater share of what is given, and only a small portion reaches the really deserving and suffering poor. The fact needs to be well pondered that in those towns where the largest number of almshouses and doles have been provided by legacies, and have been continued in accordance with the will of the testators, often of much larger amount (owing to increase of value) than ever contemplated by the testators, the proportion of paupers to population is much larger than in other districts without such benefactions.

34. Every person in comfortable circumstances could know, and could assist some one person or family in such a way as to prevent destitution. Personal knowledge and willingness to understand the particular need, so as to shape the aid in the most suitable manner, is essential to the doing of the duty in a way that will make it a pleasure both to giver and receiver. To the willingness to give requires to be added the determination to find each for himself the person who can best be aided. Give help in no way that will encourage others to ask. To give where others are giving may do great mischief.

35. Whilst the fact of giving should not be made known generally, there would be admirable scope for societies in large towns under efficient management to make independent investigation with which to compare the information obtained by private inquiries, and also to keep records of persons assisted by private gifts, so that

Need for organisations for investigating and verifying cases of destitution.

overlapping could be prevented and imposture detected ; but the constant visitations should be of a personal and friendly character.

36514. (*Mr. Booth.*) I do not propose myself to trouble you with any questions as your statement is so extremely complete, but I will leave it to any members of the Commission to develop it further if they so desire ?—Very well.

Evil conversation in workhouse dormitories an argument for classification.

36515. (*Mr. Loch.*) In Paragraph 22 of the first draft of your statement you start a question which you refer to more or less throughout the whole: "The day rooms and dormitories are necessarily shared by good and bad, and close association is inevitable." You work out the point that the aged people coming into the house have to mix with people whom it would be very undesirable from any general point of view that they should mix with ?—Yes.

36516. What is the evidence, you have said something about it here, upon which you base that fact ?—I find in visiting people who would otherwise make application, whilst not complaining of any fear of ill-treatment, they will not associate with many of the persons they know will be there.

36517. You think that conversation of an entirely undesirable kind goes on in the wards at night ?—Yes, in the wards, not in the infirmary, because there is someone in charge there.

36518. It is not in the infirmary but in the wards ?—In the dormitories.

36519. Is that due to the fact that there is not supervision at night in the dormitories ?—It arises from speaking from bed to bed.

36520. It could not be stopped, you think, even by better supervision ?—It could not be stopped.

Need for separate accommodation for the aged paupers and for women.

36521. Therefore it means a better classification of those that speak decently and those that do not, as it were, in the workhouse itself is necessary ?—I should like to recommend that there should be special homes for aged persons ; they should not be in the wards at all.

36522. These people are all aged together, there are some aged that are objectionable, and some aged that are not ?—I should like that the aged should be separated and put into homes. The others who are not aged will have to submit unless what I am very much in earnest about recommending takes place, which is, that every woman should have a cubicle, that the dormitories should be divided into cubicles like they are in lodging-houses.

36523. You would like to have a separate workhouse for aged persons, or a separate house for the men and women who are aged ?—I would like that all persons over sixty-five years of age applying for relief should be treated quite separately from all other applicants for relief, just as we take childhood as a reason for dealing with children and sending them away from the workhouse, and just as we deal separately with the sick and infirm, I would like every person over sixty-five years of age to be seen by a special committee and a special officer, and that they should be treated on rules that might be agreed upon.

36524. To keep this question of the workhouse before one, you would wish an institution separate from the body of the workhouse we might say, for them ?—I should not like it to be larger than is necessary ; and where they are sent into homes in the workhouse grounds there should not be more than four or six in one home, it should not be a large institution itself, but a series of cottages.

36525. Practically something like what would be an almshouse within the precincts ?—An almshouse within the grounds if necessary.

36526. Do you not find difficulties with the aged people too that some speak ill and some do the reverse ?—That is just where the discrimination would come in if they were treated by a separate committee who would have time to go into these matters, they would not place the decent with the indecent, and those who were not fit to be in the home would go to the workhouse, but in the workhouse, for women I would have cubicles.

Charity given to out-relief cases.

36527. You give us some details here in regard to what you yourself are engaged in in helping people who are in receipt of outdoor relief, who are themselves aged ?—They are not in receipt of outdoor relief except in very few cases.

36528. There are a few ?—Yes, but only a few.

36529. Are you of opinion that the persons in receipt of outdoor relief who are aged are receiving too little for proper maintenance ?—There is always something else coming in from either those who are legally responsible, or those who care to make themselves responsible and kindly treat them.

36530. Therefore, do you think by enquiry and other data that there is enough received by them if you take that into account ?—If you take into account the surroundings, I should frequently like to give more to special cases than we do, but I should think it is fair.

36531. What would you say you ordinarily give in the case of a married couple ?—Aged persons ?

36532. Yes, for outdoor relief ?—About 6s. it might be ; but part of that would be in food.

36533. The 6s. would cover rent ?—It would have to cover rent, although we do not take rent into account, still we know it has to be paid.

36534. The rent would be about 2s. 6d. ?—Scarcely 2s. 6d. ; a couple receiving outdoor relief would not have a house, they would have a room in someone else's house.

36535. That would be about what ?—2s.

36536. Practically so far as the guardians are concerned they would have to rely on 4s. ?—And whatever else there may be.

36537. Do you think that that is sufficiently brought into the statement of the guardians when the enquiry is made ?—I think so, because when an order for out-relief is being given which is likely to continue for some time, all those matters are carefully considered.

36538. Do you not sometimes get the reply by the enquiry officers ; we do not know what there is, but we are satisfied something is coming in ?—The guardians when listening to the application enquire into those matters.

36539. You find the guardians do press that point ?—Yes. We have not many cases of married couples having out-relief permanently, we have frequent cases where it has been temporary.

36540. I only took that as an instance to raise the question, but you really are of opinion that the guardians at the relief committee ask the crucial questions to get at the root of the matter ?—Certainly, and we have a superintendent of relief who is present at all relief committees.

36541. That is true. I confess that my general feeling would be that a good deal that ought to be more precise is hardly sufficiently pressed and it is rather difficult to do it with the applicant before you, as it were at the bar ?—That could be done better if they came before a special committee and the order were intended to continue for some time ; I should give six months orders to people who were known to be in need of caring for during the remainder of their lives unless circumstances entirely changed.

36542. Would you alter the whole of the procedure where the applicant comes, and a sort of certificate of merit may be read in her or his presence ; would you alter that procedure so that it would be less formal ?—I would not do it so formally as to have testimonials or letters of recommendation from outside. We do not make orders which are likely to be lengthy till the cases have been before us several times. The orders are made short at first, say, two weeks. They do not go to four or eight weeks until there has been considerable experience of the case.

36543. You think out of the Board in some way there should be appointed a committee specially interested in the case of the aged and ready to spend a great deal of time going into details with regard to them, and all the matters concerning them ?—Yes, the committee would meet to deal with the aged applicants. At present there is a large number of applicants of all kinds and the business has to be got through.

36544. You would have this committee for the whole union ?—Yes.

Mr. A. McDougall.
15 Jan. 1907.
Question of adequacy of relief to aged.

Mr. A.
McDougall.
15 Jan. 1907.

The con-
ditions to be
attached to
old age pen-
sions.

36545. So as to have uniformity?—Yes.

36546. I want to ask you what conditions you would suggest as conditions for what we may call pensioners. I understand you have been helping a good many people as pensioners one way and another?—Yes.

36547. You would say they should be of good general character?—Yes.

36548. You would say they should be over sixty years of age except in a case where there has been incapacity owing to accident?—I am dealing myself with persons over sixty. I take sixty-five when speaking of Poor Law matters, because there might be difficulty in getting sixty agreed to.

36549. I am taking your own view?—Personally I think sixty years of age.

36550. Unless there has been some accident or something exceptional?—There are a few exceptional cases.

36551. They all get a medical certificate?—No.

36552. You would take as a condition that they are unable to support themselves by their own exertions?—Some of them are earning a little by knitting or some light work.

36553. But they are unable to support themselves?—They are unable to support themselves.

36554. Do you make enquiries as to their having made reasonable efforts to provide for old age?—When I go to see a person I say very little about future help, I give a little and then go again. I do not put them on the list till I have had some three or four months' experience of them.

36555. I am only thinking of your conditions; would you make reasonable provision for old age, belonging to a savings bank, trade union or friendly society, a condition?—It is frequently the case that there is a little money in the bank that is being kept for burial. That is a reason for helping where there is a little. When a burial club subscription has to be paid that is a reason for giving a little more.

36556. You take that into account?—Yes.

36557. And as to relatives and employers and others on whom there may be some claim, I am speaking of your own cases, the personal matter, do you get help from employers?—No.

36558. Do you ask them?—No.

36559. Do you call on the relatives?—Yes, I sometimes take a good deal of pains to get the relatives to assist.

36560. Does that mean going round to a little group of people?—Either writing to, or seeing them; sometimes there are relatives who are not assisting, and I say, "You ought to assist; I will do so much if you will also contribute."

The mini-
mum living
income.

36561. Take another point; as to the amount, would you have an idea as to what you think is sufficient, I mean sufficient to enable the recipient to live decently and in comparative comfort?—There is almost always something else. I do not give more than 3s. 6d. as a rule, although I have gone up to 5s.

36562. You have before you what is sufficient to cover rent and all?—Yes, for such rent as they may have to pay.

36563. Three shillings and sixpence plus what?—Something else coming in.

36564. Say 5s. in all?—About 5s. altogether.

36565. You think that is enough?—They get through upon it.

36566. How do you give the allowances that you undertake personally?—They are either taken by myself or by my daughters; sometimes they are sent by post.

The uncer-
tainty of
charitable
pensions.

36567. Practically they act as almoners?—Yes, they go to see them and take the money. The people always know they will get it next time, but there is no promise of anything like a pension. The last three years I have got about twenty-two or twenty-three pensions from other funds. I was anxious in these particular cases that there should be something certain for them so that they might not be troubled with anxiety. My friend and I cannot promise to continue these payments permanently, but these people always know they will get the next payment whatever happens.

36568. Granting that to be your charitable method, and granting the want of a committee such as you describe on the part of the Poor Law, do you think you could make a division of labour between such people as yourselves and the guardians on the other hand, you taking cases which are of a better type and leaving the guardians perhaps those who are not of such a good type?—I did hope in the beginning we should find those who could well afford the money and could spare the time, to take one or two cases and visit them regularly, but I confess that I have not pressed this as the number of cases is not large.

36569. Did you find there were too few people came forward?—I have said very little about it for a long time.

36570. Do you think if it were better known, and there was established a recognised system, recognised I mean in connection with Poor Law work, that the system which you have initiated could be extended?—I believe if there was a committee appointed to deal with aged persons it might take up such a matter. That is the reason I have been anxious to mention it. None of these people know that I visit anyone else. I have been all along desiring that there should be a special committee of the guardians to go into the cases of old persons where these matters could be discussed.

Proposal for
special com-
mittee of
guardians
with staff of
volunteers
to deal with
aged.

36571. These cases that can be treated outside in the manner you have treated them would be cases notified by the guardians and that could be arranged?—Yes, by a special committee.

36572. Have you thought at all whether a system of visiting on what is called Elberfeld lines could be applicable to Manchester?—I think so, as far as old people are concerned.

36573. I am thinking of that too; would they be people volunteering who would be recognised by the Poor Law or some authority?—I should like them to be guardians, to be a special committee of the board of guardians to deal with aged persons.

36574. You would not find enough members on the board?—A number of private persons would perhaps come and assist, not to be upon the board or take part in the management, but to assist in the work.

36575. Then you would have a recognised staff working round this committee of yours?—Yes, for cases dealt with by that committee I would not have the usual relieving officer to visit.

36576. Practically you will have a staff of your own for this class?—The special committee should have a staff of its own. I should suggest that the persons dealt with should, if possible, be assisted in their own homes or with relations.

Possibility of
enlisting the
help of rela-
tives of aged
poor.

36577. I understand you propose co-operation with relatives in every way?—In every way: it is astonishing what relatives will do if there is a little something more being done.

36578. Now taking classes lying outside the aged, do you think that a system of visiting roughly on Elberfeld lines in addition to the inquiries made by the staff of the guardians, and so on, would be of service in any of those cases?—Those cases in Manchester at first are dealt with by the Charity Organisation and District Provident Society, and they are working with the guardians very fairly.

The Man-
chester
Charity Or-
ganisation
and District
Provident
Societies and
their work.

36579. Do you find that co-operation is increasing?—It is increasing.

36580. You would trust rather to that as your co-operative agent?—Exactly.

36581. Would you have the development of any system of visitors on any new lines?—The Manchester District Provident Society have lately formed a register and asked persons who are doing anything at all towards giving assistance to give the names of those with whom they are dealing; they have got pretty fairly the names of all those in Manchester who are receiving aid publicly and even privately.

Register of
recipients of
charity.

36582. Do you find the Manchester Provident has touch of enough persons to help, for instance in such a scheme as you have before you?—I think so: they have now an Association of Visitors for their pensioners: those who visit are not to give any money, but they go and see the people and take flowers.

Question of official recognition of charitable agencies. 36583. Therefore they are working on lines which are quite consistent with your own proposals?—Quite.

36584. Would it make any difference to them as a recognised body working in the district if they had any kind of status recognised. I mean if they were recognised officially more or less as undertaking this part of the work?—It is almost so now, because the Lord Mayor sends to the Society if there is anything special. It is now becoming rather the practice for those who desire to assist poor people at special times to inquire first from the Society: they may not wish to be known personally. That is growing.

Increased co-operation between Poor Law and Charity. 36585. I conclude from what you say that there has been very satisfactory progress between them and the board of guardians?—Yes, it has now fairly commenced, I think.

Proposal that four Manchester Unions should combine for purposes of classification. 36586. When you say in the first draft in your statement that one house could be an infirmary for sickness induced by depraved habits and one an infirmary for the deserving sick, you mean, besides those institutions, to have an institution more like the hospital at Chorlton, do you?—This was my own idea, when it was first suggested that the Manchester Unions should be combined and I was simply giving my views as to how the houses could be used. What has occurred is that the Chorlton and Manchester Guardians have been combined under orders of the Local Government Board for two special purposes, namely, the erection of a tramp ward and test house, and an institution for epileptics, with a joint Committee to manage each.

Effect and desirability of increasing the Poor Law area. 36587. Are you in favour of pushing this combination further, and having a single union for institutional purposes with outdoor relief areas?—I was, but now we have got together for some of the principal purposes, one does not seem so anxious. The area is very big, and it might become too big. The guardians would scarcely know the whole of it.

36588. Do you think, if you centralised in the way suggested, local interest would be less?—I think it would be lessened.

36589. If you had the institutions for a larger area? I do not at all recommend that now for these four large unions which are increasing rapidly.

36590. Having smaller institutions in smaller areas would keep up the local interest to a greater extent?—I think so, but there might be still more union for special purposes.

36591. Are you in favour of the suggestion of making practically Poor Law hospitals; not merely infirmaries, but hospitals where acute cases are received?—I do not quite understand.

Proposal to increase functions of Sanitary Authority as to infectious disease. 36592. For instance, at West Derby there is a large hospital which is a Poor Law institution, but to all intents and purposes it is a hospital just as the Royal Infirmary might be. It is taking new work. It is the principal hospital of the place now. Are you in favour of a movement of that sort?—I should rather be in favour of more hospitals under the health department. We have a sanitary committee in Manchester.

36593. Like the puerperal hospital you have created at Manchester?—Yes.

36594. You would not be in favour of the Poor Law creating a larger number of general hospitals?—I should not recommend that. The corporation are now taking care of the infectious diseases in the municipal hospitals. Personally I am very anxious that we should deal with consumption, very anxious indeed. We are now taking some cases in a small municipal hospital that happens to be available, but it is only for persons who cannot be cared for in their own homes.

36595. As I understand you, you would keep the hospitals which are under the health authority hospitals for infectious diseases and such like, as coming under a different category?—Yes, and consumption, which is not notifiable as an infectious disease yet.

36596. That would be your view?—Yes; I should be very wishful to include consumption.

The Manchester Rules. 36597. Do you, on the whole, adhere to the Manchester rules?—Yes; but when bad times come, of course we have to relax.

36598. But you adhere to the principle as to the house test, and so on?—Yes.

36599. (*Mr. Chandler.*) You are not in favour of combining the groups of unions in Manchester for any other purpose than they are already?—Except for special purposes that might arise. We have already combined for two purposes with Chorlton.

36600. You have heard the evidence this morning of a member of our board with regard to out-relief; do you recognise in that lack of combination any evil in that connection, a lack of uniformity?—One does not want to speak of another union, but we do think perhaps there is too great liberality in out-relief in Chorlton, but I do not want to say that.

36601. (*Mr. Booth.*) You may say at least there is a lack of uniformity?—There is a lack of uniformity, but I do not want to say that in the way of blame.

36602. (*Mr. Chandler.*) Combination will alter that?—Amalgamation for all purposes I should still be in favour of if we were not getting so very large.

36603. I was anxious to know your view?—I think it would be too large a union, although in 1889 I thought otherwise.

36604. The disadvantages would outweigh the advantages, you think?—Yes.

36605. (*Mr. Gardiner.*) I did not quite understand when you were answering Mr. Loch why in theory you objected to the transfer of Poor Law infirmaries to the health authority?—We have got so very much to do. As I am Chairman of the infectious hospital, I have more to do with hospital matters probably as a member of the corporation than as a guardian. We have so very much to do with other things that we cannot get on. It is a matter of cost that prevents us getting on with regard to consumption, for instance.

36606. Supposing all the hospitals were under one authority, say the municipal authority: you noticed that the last witness mentioned that?—There are such numbers of matters wanting attending to, and to say that the municipality is to provide for all sickness is a thing one could not imagine.

36607. All the sick poor have to be provided for now, have they not, by the infirmaries?—Yes. For instance, some eight or nine years ago we had a great difficulty in persuading parents to allow their children to go to the fever hospital, very great difficulty, but they want them to come now: they have learned to have faith in the infectious hospitals, the nursing and the medical attention, and now they absolutely come and demand admission for fever cases. They cannot claim that we shall take every infectious case in, but we are having demands. They think they are better there than at their homes. It is not want of care for the children, but they believe the children's comfort and safety will be better. If the municipality had to take over the hospitals, we should get people leaving their own medical men and coming to the public place. The number would be very large.

36608. With regard to Poor Law infirmaries now, when people are seriously ill, they are always recommended among the poor to go to the infirmary?—That is amongst poor people: we do not find in the infectious hospitals that it is only the poor people that object to go. The other people think the children are better there. We have a good number of children who are not at all of the pauper class in the hospital for infectious diseases and that is increasing. We are having to enlarge considerably. We do not make any charge for infectious cases.

36609. (*Mr. Phelps.*) When you were talking of classification in the workhouse I did not quite gather whether you meant to classify people according to their conduct in the house or before they came into it?—I should begin with aged persons, and then beginning in that way I think the classification would not stay with the aged persons.

36610. What I rather meant is would you take as the basis of your classification how they had behaved in the workhouse, or before they came into the workhouse? As regards persons of sixty-five years of age I would not make much inquiry what their conduct had been. But I would not begin by putting them in the workhouse if it could be avoided.

Mr. A. McDougall.

15 Jan. 1907.

Question of further combination of Manchester Unions.

Lack of uniformity as to out-relief between neighbouring unions.

The pros and cons of amalgamating unions.

Objections to transfer of medical relief to the Sanitary Authority.

Increasing popularity of the Sanitary Authority's hospitals.

Objections to transfer of medical relief to the Sanitary Authority.

The question of classification by present or previous merit.

Mr. A.
McDougall.
15 Jan. 1907.

Changes in
the condition
of the poor
in the last
generation
and question
of need of
consequent
changes in
Poor Law
administra-
tion.

Effect to
which the
Poor Law
affects the
lives of the
poor.

Effect on
thrif of
reducing
deterrence of
Poor Law.

The control
of the Local
Government
Board satis-
factory.

Advantages
of "bar-
rack"
schools.

36611. In the workhouse itself would you classify the inmates according to conduct?—I do not see how to do it, but should be very glad if it could be done.

36612. You have been a guardian a great many years, have you not?—Yes, thirty years.

36613. Do you find much change in the condition of the poor in Manchester in that time?—I do not know that I can say there is a change in the degree of poverty, there is a great change in the condition in which they meet poverty; they are better able to make the best of things, they are more intelligent than they were, they have been in schools. Unless they are really vicious they meet their difficulties very much better and the children are very much more cared for.

36614. Do you think those changes have called for any change in the administration of the Poor Law?—No.

36615. Do you think for instance the standard of comfort in the workhouses could safely be raised?—I would not like to say that because the food is good, and the warmth is good, but it is more the association that is objected to, that makes the real workhouse test.

36616. That you would propose now to really modify?—I would with aged persons. I would take care that all women at any rate have a separate bedroom.

36617. Do you think with regard to outdoor relief that the rising standard makes any change desirable?—Food is cheap. It makes a great difference when a 4 lb. loaf can be got for 4d., (it is supplied at about 4d. by the guardians) than when it is dearer.

36618. What about rent?—We were giving something about the same when bread was dear.

36619. Has the rent of houses gone up?—Yes.

36620. Do you think the guardians should recognise that in their relief?—One regards out-relief as an exceptional matter. One regards relief as being the providing of shelter and everything else; one does not want to depart from that without some good reason; therefore I am not prepared to say what we would do about paying rent. It is looking forward to giving out-relief for a considerable time to the same person. In theory we only give out-relief, except to aged persons, as a temporary matter till they get into work again.

36621. Do you think in Manchester the Poor Law vista enters much into the lives of people; do they look forward to it in old age?—I do not think they do.

36622. Or count upon it?—I do not think it is a matter that comes into their calculation of the future. There is always the workhouse before everyone that is not able to provide for themselves, but not more than that.

36623. We are always told that these things should be a great deterrent in order that they shall not prevent people saving?—I think that thrifty people would always save if they could.

36624. Do you think there has been much change in the board of guardians in your experience?—When I go back thirty years I should not like to make any comparison. I think boards of guardians are endeavouring to do their duty quite as well as any other public representatives.

36625. Are there any directions in which you think the control of the Local Government Board might be modified now?—I should not like to say that. The inspectors of the Local Government Board are always very willing to listen to anything the guardians may say.

36626. You find on the whole it works well in Manchester, and without friction?—It may be that at times we feel we might get answers earlier, but that is all.

36627. (*Miss Hill.*) You have a large school for children at Swinton?—Yes.

36628. Have you found any drawbacks from its size?—No, I am afraid that I shall not be thought to be at all well instructed in Poor Law matters when I say that our so-called barrack-schools, which we are not ashamed of at all, I think have advantages in having the children together; it brings them under the care of the master and matron in a way they cannot be in a cottage home under a mother.

36629. And you have found the results satisfactory?—Yes.

36630. So that you would not be in favour of any alteration of that?—If we had to build a new school, we should certainly do more in the way of cottage homes for instance. We have two cottage homes for girls who are going out to service. They live for six months in a cottage home and each has her own bedroom.

36631. That is to train them in the work of an establishment?—Yes, to fit them for household duties.

36632. Do you find that the boys and girls that go out are satisfactory?—Yes, in fact we are sorry for some boys and girls that are going back to their own homes. We find situations for the others and visit them up till the age of eighteen years: although some children have very good mothers and good homes, they are with us because the mother is not able to earn sufficient to keep them, and we think the best relief to the mother is having the child trained and educated and made ready for work.

36633. A good many of the respectable widows realise that?—They do when they have once begun. The only difficulty is in inducing them to let them go. When the children have gone and they have visited them at the schools then they become quite content.

36634. With regard to the housing conditions in Manchester, I gather your corporation has not gone into any expensive speculative scheme in the provision of the houses?—The ratepayers think we have; those of us on the committee do not think we have done enough. We have been much hindered by the amount of the estimates we have brought out, and we have not been allowed to have the amount of money we asked for.

36635. What you have done to supply the need is to build when clearances have arisen?—We have taken down one or two very congested and insanitary areas. That is exceedingly expensive, and in Lancashire it is rather different to other towns through the country: it is a cottage town, that is to say the workpeople live in cottages near the large manufactories and the mills: those cottages have become insanitary, many of them have been built for a long time. Instead of clearing the area, we have repaired those cottages and made them sanitary by taking perhaps one in four down and brought light and air to every house and brought sanitary appliances to every house.

36636. You have found that satisfactory in accommodating the poorer class of tenants?—Yes. They were called back-to-back houses, or practically that. We have dealt with about 12,000 insanitary houses of that class, and we think they are fairly satisfactory.

36637. Have you seen this pamphlet on the housing conditions of Manchester by Mr. Marr?—Yes, I have.

36638. Have you any remarks to make upon it?—No, I have not seen sufficient of it, but Mr. Marr is a very active and useful member of our committee.

36639. You have not any very strong philanthropic or private effort undertakings in Manchester for the housing accommodation of the people?—There is an old mill where they began to work.

36640. There would be an opening for such a body wisely managed I should think, if the corporation have not done anything to discourage private enterprise?—There has been no discouragement.

36641. The mere fact of a great municipality building is a discouragement; but I gather you have not that?—We have a considerable amount of property where it was really necessary to do it: we have taken it in order to repair the old insanitary houses, because the money would go further in doing that and fewer people would be displaced.

36642. You could accommodate the poor people better?—We thought there would not be so many of them displaced.

36643. (*Mr. Bentham.*) Have you noticed that the number of people in receipt of relief has increased considerably since 1895, taking the figures of 1905 as compared with 1895?—Yes, but in 1905 we were having bad times and there was a good deal of charity being given and a distress committee which induced a good many people to come into Manchester. I do not think the Manchester township pauperism would have been increased had we been left only with the Manchester people.

Cottage
training
homes for
Poor Law
girls and their
results.

Methods of
relief of
widows with
children.

Housing con-
ditions in
Manchester
and policy
of the cor-
poration.

Increase in
paupers and
in proportion
of out-pau-
pers in Man-
chester, and
its causes.

36644. Do you think more people came into Manchester because of the distress, or because of the charity that was given at the time or what?—Very many people did come, and some of them are still in Manchester.

36645. Then the proportion of outdoor relief to indoor relief, that is to the total number of paupers, increased very largely?—Yes, it did. Are you speaking of the Manchester township now?

36646. Yes. You do not think that is owing to any change of policy on the part of the guardians?—No, except that it was a hard time, and there were a great many people coming and they had to give more readily.

36647. You do not know if it is lower now, do you?—We have been going down week by week.

The failure of pauper classification under the existing system.

36648. With regard to the question of classification after quoting Articles 98 and 99, you say in paragraph 13 "This classification fails lamentably to meet the reasonable claims of the respectable and deserving poor"?—That kept up the association of the decent with the others.

36649. Under Article 99 you are empowered to subdivide the classes as the guardians think fit; was it not rather the fault of the guardians that this classification failed lamentably? How could they be divided? The Manchester population is constantly going down. We always have before us in the Manchester township that the people are going away into other places, and there is no willingness to find the money required for the purpose of erecting new buildings or making necessary changes.

36650. Then the fault was on the part of the guardians was it?—I would not call it fault.

36651. Failure?—I do not admit the guardians say it is a failure. I cannot say there was a failure for which the guardians were responsible.

36652. I wanted to ascertain whether you considered the articles in the order quoted did not meet the case or that those who are responsible for carrying them out did not carry the sub-divisions and classification to the extent they might have done?—You see when one is speaking about a personal opinion you cannot blame a body for not having had that same opinion or endeavouring to carry it out. This is not a statement by the guardians: I want to enable a decent woman to keep herself to herself in the workhouse, and keep her from bad associations in the dormitory.

36653. You are not blaming the order then?—No.

36654. The order did give power to the guardians to sub-divide classes according to character?—Unfortunately some of my draft statement requires amendment.

36655. May we take it as your opinion that the classification ought to be more according to character than it has been in the past? Yes. That would necessitate additional buildings and alterations. If we could take these old people away and give cubicles to the women, I think it would go far to meet it.

36656. You think the question of cost has hindered to a certain extent the proper classification of inmates?—I must be clear about the position of the guardians. We intended to have all epileptics and all imbeciles taken away; that would have left a good deal of room in the workhouse that could have been used for these purposes. The joint committee was formed and tenders were obtained for sufficient buildings at the epileptic colony for both imbeciles and epileptics. Then when the estimates came, the matter was reconsidered, and, I am sorry to say, it was decided only to go on with a portion of the scheme, for a few epileptics only, 220 instead of some 600. That left us with a large number of patients we expected would have been removed and deprived us of the expected vacant rooms; it is not an unwillingness, but a stress of circumstances. At the same time the lunatic asylum authority has been considering the taking of the chronic cases, and we were expecting to have room from that cause; we have not got the room from either of those two causes, and, therefore the attempts at classification have not, so far, been possible.

36657. According to your statement we may take it you approve of the system of classification by institution?—Yes.

36658. That is, having a separate institution for each class of case as far as possible?—Yes.

36659. Does not that mean in practice that when dealing with an application the committee dealing with it would have to decide to which institution it would have to be sent, that is to say the classification would really take place before entering into the institution?—You see very frequently we have a call-over of the workhouse when the cases of the inmates come up for further consideration by visiting committees, after they have been in the workhouse some little time. This can only be done after the applicant has entered the workhouse.

36660. In Paragraph 29 of the first draft of your statement you say, "One house could become a real home for worthy and self-respecting inmates; one house a real test house, with tasks of work and plain food for the idle and dissolute; one infirmary for the deserving sick, one infirmary for sickness induced by depraved habits." If those were separate and distinct buildings?—I am very sorry; but that is a matter which you will see is altered in the amended statement I am handing in to-day.

36661. Have you not the opinion now that an improvement in the Poor Law might take place on those lines? Not upon those lines, but by a combination for special purposes just as we have done for epileptics and in providing a tramp ward and test house.

36662. That a combination of unions for special purposes should take place rather than having separate institutions for separate classes?—That is so.

36663. (Mrs. Webb.) With regard to segregation of good people in one ward or workhouse and bad people in another, it has been represented to us that it is very difficult from an administrative point of view to deal with a lot of bad people without any good people between?—What I am now proposing is that women should have cubicles.

Combinations of unions for special purposes.

Need and effect of separate cubicles for female paupers.

36664. You would isolate the bad people?—I should put all women into cubicles.

36665. With regard to the day-room, what would you do with them?—The objectionable conduct is not so much in the day-room, because there are officers about in the daytime.

36666. You do not regard it then as a serious difficulty if you attempt to keep the good people to themselves and thus had to leave the bad people to themselves?—I never like to call anybody bad.

36667. I mean the less worthy people, people more disorderly and dirty; you do not think they would deteriorate each other more?—I believe if a woman going into the workhouse could be certain that she would have a bed room to herself quite apart from any other it would remove a great deal of the unwillingness and aversion.

36668. You would be removing the deterrent character of the workhouse to an extent?—I do not believe in stigma and deterrent.

Objections to stigma attached to indoor relief.

36669. You do not?—I think a person comes for that which is really a necessity; many of those in the deepest necessity are exceedingly decent people. Many people in the workhouses are good citizens.

36670. It is not the habit of most working class families to have cubicles for each person; it is introducing a higher standard?—Yes, but they are members of the same family or at any rate friends or lodgers.

36671. You have no fear of making the workhouse less deterrent?—Not at all; I would not make it attractive. I would not give them better food, or use them better than they were before.

Question of workhouse diet and its deterrence.

36672. You do give them better food already—That is a matter of opinion.

36673. You must give them better food, because the other people have not enough?—The cooking is somewhat better of course.

36674. The food is more generous in quality?—I would not say that.

36675. Would you not suggest that the diet of the workhouse is better than the ordinary diet of the poorest class?—I would not say the diet of the workhouse is preferable, because in the poorest house they have some special meal, and they have just what they like instead of what is given; it is not very pleasant to know that on Tuesday you will get this and on Wednesday the other

Mr. A. McDougall.
15 Jan. 1907.

Need for more classification by character.

Obstacles to classification by institutions in Manchester.

Classification by institutions and its procedure.

Mr. A. 36676. You would keep that uniformity, you do not
McDougall. want to vary it?—I would vary it if I could. I do not see
15 Jan. 1907. how it can be varied.

36677. You would vary it; you would give them
surprises?—I would not have it as a seven days' dietary;
I would have it a five-day or a six-day, so that on Wednes-
day or Tuesday it would not always come to the same
thing.

36678. You would surprise them about the diet?—If
possible.

36679. So you do not want to make that deterrent?—
I do not think we have any right to make the legal pro-
vision for a person's necessities deterrent.

Question of
ensuring uni-
formity in
Poor Law
administra-
tion.

36680. It has been brought before us that there is a
very great lack of uniformity in the amount of out-relief
given in different unions. Do you see any way at all to
check that want of uniformity by any Local Government
Board Orders?—I should not interfere with the discre-
tion of the guardians so long as they conform to the
Consolidated Orders.

36681. From a practical point of view you want no
alteration?—No; there are certain suggestions for new
legislation, but they do not run in that direction.

36682. About these suggestions; you are in favour of
old age pensions, are you not?—I do not know. It all
depends on what is intended and who are to have them.

Combination
of unions for
special pur-
poses, and
their working.

36683. (Sir Samuel Provis.) You have joint com-
mittees, have you not, between the unions in Manchester?
—Yes.

36684. Do they work pretty well?—They work very
well.

36685. Do you have friction?—No, the only thing I am
personally sorry about is that when we were going to build
for the 600 epileptics and imbeciles there were such strong
representations made about the cost that we were
threatened with opposition if we did not reduce it; that
is all.

Mr. HENRY ISHERWOOD COOPER, called; and Examined.

Mr. Henry 36692. (Mr. Booth.) We understand you are Clerk
I. Cooper. to the Guardians of the Bolton Union, Secretary to the
15 Jan. 1907. Distress Committee for the county borough of Bolton,
and Divisional Chairman of the county borough of Bolton
Guild of Help?—Yes.

36693. I believe you have been so good as to prepare
for us a proof of your evidence, which it is our custom
to take as the evidence-in-chief, if you will hand it in?—
Yes.

(The Witness handed in the following Statement.)

1. Administration of Relief.

Poor Law
infirmaries
should be
entirely
separate from
the work-
house.

1. In large unions the entire separation of the indoor
sick poor, requiring hospital treatment, from workhouse
buildings, in which the able-bodied are housed, is most
desirable for ensuring the efficient treatment of the sick.
The complete supervision and control of the hospitals
should be placed under the medical officer, with a superin-
tendent nurse and steward. The dual control now
exercised by the workhouse master, matron, medical
officer, and superintendent nurse gives rise to friction,
and is not to the advantage of the sick poor. Difficulties
arising from this dual control have been experienced
frequently in this union within the last few years.

Distance as
an obstacle
to combina-
tion of
unions for
special
purposes.

2. Combination of unions for certain purposes is
undoubtedly advantageous, but might inflict hardship on
poor persons if carried out generally in regard to work-
houses, by removing them beyond a distance within
which their relatives and friends could afford to visit
them; and, in addition, considerable expense might be
incurred by the unions in the combination in the payment
of railway fares to and from the institution in respect of
paupers who habitually discharge themselves from the
workhouse.

Need to com-
pletely re-
move all
children from
the work-
house.

3. The removal of all children from workhouse sur-
roundings by the adoption of the "Boarding-out System"

36686. Practically in the carrying out of the work of a
joint committee you do not have any difficulty?—Not in
the least; the members appointed by each union work
very well together.

36687. The guardians of the unions do not feel they
are ousted by the fact that there is a joint committee?—
Not in the least; it is a great relief to the guardians that
the work is done in that way.

36688. It has been represented to us that that might be
the case or was the case elsewhere; that is not your
experience?—Our experience has been the reverse.

36689. (Mr. Booth.) I do not want to ask you any
questions about old age pensions, but if there is anything
you would like to say on that subject the Commission
would be interested to hear it?—The Manchester Board
sent representations in reply to your request; I should like
those representations to be in some way brought into your
proceedings at some time; perhaps they will be.

36690. Is that something that has already been in our
hands?—Yes, you will have had it. These are our
suggestions for new legislation. For myself, I would
remove the procedure under the Vaccination Act from
the guardians altogether and give it to the health authority.

36691. My point was this: Mrs. Webb asked you a
direct question about old age pensions; old age pensions
were not mentioned in your statement, and I do not
propose to ask you any direct question on the point,
but if you have any opinion which you would wish to
express we as a Commission would be extremely glad that
you should do so, so that we may have the benefit of your
opinion on this vexed question of old age pensions?—
The only thing I should wish to say with regard to my
suggestions for provision for necessitous old age is that
they propose that a portion of the money might be paid by
the Treasury, that was because the old age pension ques-
tion had been discussed in that sense and there seemed
to be an expectation of grants from the Treasury. I
thought that certain of these proposals might enable the
guardians to obtain some money from the Treasury in
order to carry that out.

or "Scattered Homes" or "Grouped Cottage Homes"
should be enforced as far as possible. In this union there
are about 120 children boarded out within the union.
These children in the cottage homes in connection with
the workhouse who are old enough attend the public
elementary schools in Bolton, but they frequently come
in contact with the adult inmates, and would be brought
up more in the style of an ordinary working man's children
if placed in scattered homes with a suitable foster
mother.

4. The removal of children from workhouse surround-
ings would give greater facilities for better classification
of the aged and able-bodied poor in the institution.

5. Classification of the deserving and undeserving
indoor poor has been provided for at the workhouse in
this union to a certain extent, and special privileges are
given to the more deserving.

6. In the workhouse of this union there are a great
many illegitimate children born—children of young
single women who go to the workhouse for the purpose of
confinement. During the year ended June, 1906, there
were thirty-two births in the workhouse, of which eight
children only were legitimate and twenty-four illegitimate.
This points to the necessity for some further powers
being given to boards of guardians to proceed against the
putative fathers of such children, not only for the main-
tenance of the child but for the maintenance of the mother
before and after the birth of the child while maintained at
the expense of the rates; and in cases of feeble-minded
women giving birth to illegitimate children, to obtain
orders of justices for the detention of such women.

7. It is often the case at the workhouse of this union
that inmates are insured for burial purposes by their
relatives and friends. Sometimes a burial policy will
have been obtained by the pauper himself with a view to
ensuring that he shall not be buried at the workhouse
or at the expense of the union funds, and he is unable to

Proposal to
transfer
vaccination
to the Sani-
tary Author-
ities.

Question of
grant from
Treasury
towards cost
of classifica-
tion by insti-
tutions.

Classification
by merit.

Large num-
ber of ille-
gitimate
births in
workhouse,
and need of
further
powers
against puta-
tive fathers
and of
power to de-
tain feeble-
minded
mothers

Paupers'
burial
insurances,
appropriated
by relatives,
and remedies.

keep up the contributions required by the terms of the policy, although he may perhaps be able to do so up to within a few months of his death. The remaining payments are frequently made by some relatives or friend, who receives the benefit of the policy on the death of the pauper, unknown to the guardians, and the pauper insured is buried at the expense of the guardians. I think that where a pauper insured for burial purposes dies in the workhouse the insurance company should be required to pay the guardians the burial expenses before satisfying the claim on the policy—such expenses to be deducted from the amount payable to the policy holder.

8. More generous treatment should be meted out to the aged deserving outdoor poor and a greater distinction should be drawn between the deserving and the undeserving, as in the case of the indoor poor.

2. Emigration.

9. Boards of guardians are now empowered to expend money subject to the sanction of the Local Government Board for the emigration of adult paupers. Distress committees may do so without any such sanction, and I see no reason why this power should not be given to boards of guardians and more freely exercised without the sanction of the Local Government Board.

3. Children of Vagrants.

10. Whatever may be the outcome of the Report of the Departmental Committee on Vagrancy, it is in my opinion essential that powers should be given to boards of guardians to rescue and deal with the children of habitual vagrants. The guardians of this union do rescue the children of vagrants as far as the law will permit. I desire to instance the case of a woman named Jones, who some time ago was admitted to the Bolton casual wards with an infant in arms. She had been carrying the child about from town to town begging, and on arrival at the Bolton casual wards the child was very emaciated, its flesh almost raw, and its legs temporarily deformed and stiffened by continually being held in one position on the mother's arm. It was with difficulty that this woman was persuaded to go into the workhouse hospital with her child for treatment, but ultimately she did so.

4. The Case Paper System, or Record Paper.

11. What is known as the case paper system was adopted by the guardians of the Bolton union on the 1st April last. I have had considerable experience of this system, not only in regard to the correspondence of the guardians, which I have kept in similar form since the year 1882, but also for some two or three years when I was vaccination officer in regard to cases requiring vaccination, and I have found it most effectual for reference and also in supplying a continuous record of any particular case. I use it now in connection with all my business. It is also, under the order of the Local Government Board, imperative in connection with the Distress Committee's office.

12. About two years ago, one of the relieving officers of this union was prevented from performing his duties by sickness for some months, and his office was filled by a temporary substitute. There were no "history" or "record" sheets relating to his relief cases, and no particulars of cases beyond the very meagre information given in the application and report book, which it was difficult to refer to for want of continuity. As a consequence a number of persons obtained outdoor relief who would not have been so relieved had this temporary officer been in possession of their previous history.

13. This Case Paper System is also kept at the office of the Guild of Help, hereinafter referred to.

5. Maintenance of Relatives and Recovery of Contributions under Justices' Orders.

14. Under the existing law, sums due to boards of guardians from relatives of paupers in respect of the maintenance of such paupers are to be recovered as civil debts. The following is the process which has to be gone through at the County Petty Sessions Court in the Bolton Union.

1. Summons and order on liable relatives.

2. Upon non payment, summons for arrears and order for payment of arrears.

3. Upon disobedience of the order for payment of arrears application to be made to court for distress warrant.

4. In case there are no effects to distrain upon, another summons is necessary, calling upon the defendant to show cause why he should not be committed to prison.

5. Upon defendant appearing, the onus of proof that the defendant has had means wherewith to pay is upon the guardians, and it is very difficult to prove in some cases.

15. These proceedings are cumbersome and expensive; often the relatives of paupers are without goods on which to distrain. The proceedings might be simplified by making it compulsory upon the defendant, after the first order is made, to prove to the magistrates that since the making of the order he has had no means wherewith to obey it, or to be committed to prison failing such proof. It is also, in my opinion, very desirable that poor persons not able to work, mentioned in Section 7 of the Statute 43, Elizabeth Cap. 2, should be empowered by law to themselves proceed against their relatives liable to contribute to their maintenance for orders of justices requiring them to so contribute and for enforcing such orders. As the law at present stands it is necessary for these poor persons to become chargeable to the union funds before any proceedings against their liable relatives in respect of their maintenance can be instituted. It is now enacted that a married woman may herself proceed against her husband for an order of maintenance in case of desertion, and there does not appear to me to be any reason why this should not be extended to poor persons mentioned in the statute quoted. It would be the means of preventing a large number of poor people becoming chargeable to the rates, and would save the rates expense in legal proceedings.

Charitable Societies.

16. Societies dispensing charity ought to be an aid to the statutory authority for relieving the destitute, and very often are, but in some cases they may be acting in conflict with that authority. In Bolton there are seven societies assisting the poor and needy, viz.:—

1. Bolton, Bury, Rochdale, and District Deaf and Dumb Society.
2. Queen Street Mission.
3. Bolton Poor Protection and Benevolent Society.
4. Bolton Wesleyan Mission.
5. Schools and Workshops for the Blind.
6. Committee for dealing with the outside blind of Bolton.
7. Church Army Home.

All these societies are working in the same area.

17. It may happen, and no doubt does frequently happen, that relief is being given to the same family by more than one society in addition to what is allowed by the board of guardians as the statutory authority. To prevent this I would suggest that all charities collecting monies from the public and dispensing relief should only be allowed to do so under regulations to be prescribed by the statutory authority charged with the relief of the destitute, and that one of such regulations should be that each society should keep a register of the cases they are relieving and a record paper for each of the cases they assist. This register and record paper should be open at all times to the inspection of the officers of the guardians or other authority charged with the relief of the destitute.

7. County Borough of Bolton Guild of Help.

18. In consequence of the exceptional distress in Bolton and district in the autumn of 1904, I suggested to the board of guardians that measures should be taken with a view to finding employment for the unemployed, and a conference of representatives of local governing bodies, charitable societies, and others interested, was convened by the guardians in October, 1904, when it was decided to prepare a register for the unemployed. This was prepared, and I acted as secretary to the committee. Whilst acting in this capacity my attention was, on more than one occasion, attracted by the circumstances of the applicants for employment, and, after

Mr. Henry I. Cooper.
15 Jan. 1907.

Need for classification of out-door paupers.

Proposed further power of emigration for guardians.

Need for further power to deal with children of habitual vagrants.

The case-paper system at Bolton and its advantages.

Need for simpler process of recovering maintenance from relatives.

The Bolton Guild of Help its origin and work.

a discussion by the committee it was arranged that I should go over to Bradford and ascertain what was being done there by the Guild of Help. As the result of my report on my visit to Bradford a public meeting was convened by the Mayor of Bolton, and a Guild of Help established for the county borough and parish of Bolton (one of the parishes in the Bolton Union).

19. The objects of the Guild are :—

- (a) To provide a friend for all in need of help and advice.
- (b) To secure timely aid for the suffering and needy.
- (c) To bring about, if possible, lasting improvement in the condition of each case, by patient study and wise methods of help.
- (d.) To prevent overlapping and waste of charitable effort.

20. It is a modified form of the "Elberfeld" system, but no relief is dispensed by the helpers—it is their duty to secure it from others. As supplemental to the statutory authority it is most useful, and is the means of preventing many poor people from becoming paupers who would otherwise do so but for the Guild's timely assistance. There are now 300 helpers and about 600 cases; one helper is not allowed to take more than four cases.

8. County Borough of Bolton Distress Committee.

Unemployment in Bolton, its extent, and how dealt with.

21. The Joint Committee appointed at the Conference convened by the guardians of Bolton Union in October, 1904, were doing the work in the union as far as possible that is now authorised by the Unemployed Workmen Act of 1905.

22. In the Winter 1904-5, owing to the exceptional distress there were 2,483 men registered and employment found for 464. The statutory committee was appointed in 1905 and 1,279 unemployed registered their names through the Winter 1905-6. Relating to the work of the Winter 1905-6, I append a comparative statement of the 1,279 unemployed in trades and occupations. (See Appendix No. II. (A).)

Numbers of unemployed in Trade Unions or Benefit Societies.

23. Of the foregoing 1,279 unemployed 131 only had been in trade union or benefit societies and fifty-seven of those were not in benefit owing to their having been unable to continue their contributions.

Voters, paupers, casuals, and degenerates amongst the unemployed.

24. 909 of the 1,279 unemployed referred to were also on the Voluntary Committee's Register for the previous winter, and only 468 of this 1,279 unemployed were on the Voters' List. 44 of the 1,279 on the Register of Unemployed for the Winter 1905-6 have since applied to the guardians for relief.

25. A great many of the men who register their names are physically unfit to do a day's labour, and a number are those who never follow any regular employment, but do an odd job occasionally.

Need for further powers as to Labour colonies.

26. Greater powers for establishing Joint Labour Colonies, with suitable regulations, would doubtless result in some success in dealing with certain of the unemployed.

Distance as an obstacle to combination of unions.

36694. (*Mr. Booth.*) I shall not myself, in the absence of our proper chairman, trouble you with many questions, but I shall take your statement as sufficient, bearing in mind also that many of those present have been recently visiting your neighbourhood, and will be able to ask you questions with more judgment than I could. Still there are one or two things that I should like to put to you. In paragraph 2 you speak of the disadvantage from the combination of unions arising from the possible necessity of persons going great distances to reach the institution to which their friends have been sent; but it does not follow, does it, that because there is a combination of unions there should not be re-duplication of such institutions as it is important should be accessible?—No.

36695. I imagine that the object of combination is to get uniformity of administration and strength of authority; that the administration of the Poor Law locally needs to have a strength and an authority which, in some cases, it now lacks if we are to get the responsibility that we want, and the uniformity that we want; that, therefore, a combination of unions does not merely mean combining necessarily upon the one institution; and so those institutions which it is important to have near this or that neighbourhood can be duplicated?—

Quite so. I think I say in paragraph 2 that for certain purposes combination is advantageous; but those purposes are somewhat limited.

Mr. Henry Cooper.

15 Jan. 1907.

36696. With regard to the difficulty connected with those who habitually discharge themselves from the workhouse, which is a difficulty arising in any case, do you think it would be possible to check that action of frequent self-discharge?—The Poor Law Act of 1899 gives power to boards of guardians to require, I think it is, 168 hours' notice by an inmate who repeatedly discharged himself. That means, I think, that in cases where a man repeatedly goes in and out of the workhouse, he may be called upon to give 168 hours' notice before he discharges himself. I think that might be extended in certain cases, and then you would be able to deal with them; but I do not think it ought to be extended so as to give powers to boards of guardians to keep a man or woman for a longer period than seven days. I think the case ought to go before the court.

Method of dealing with ins-and-outs proposed compulsory committal to an institution.

36697. But supposing the case had gone before the court, and supposing that the admission of paupers under certain conditions was for a period by order, or under some sanction, of the court, would that meet it?—I think so; at any rate, it would help it.

36698. Those that had shown themselves impracticable to treat with any degree of liberty, provided it were properly decided by a court, might be as it were committed to an institution for a lengthened period?—I think so.

36699. You would not be afraid of that?—No, I do not think so at all. I have considered the class of cases that might, in my opinion, be suitable for combination. Of course, a great deal depends on the union, whether it is an urban union or a rural union, and also on the distances. I think it might be desirable in the cases of orphan and deserted children.

Purposes for which combination of unions desirable.

36700. That is to say, that, leaving the existing unions, they should combine together to carry out certain purposes for certain classes of paupers?—For certain classes they might do so advantageously, I think, such as the consumptive patients and also imbeciles and epileptics.

36701. Would you suggest a joint administration, or an administration by some one or two districts, certain of the unions boarding-out their paupers with another union?—It might be done that way by agreement. Of course, the combination would be just as effective by agreement, that is, by boarding-out arrangements, as by a joint order for three or more unions.

Combination of unions for special purposes: alternative methods.

36702. And would have some advantages?—Yes, I think so.

36703. Especially in the case of a rural and rather detached union?—More so there, because they are at the disadvantage of not having the room for classification.

36704. But it would be more difficult to get a really concentrated management?—I think so. It is more difficult in a rural union than in an urban union; and, therefore, it becomes more desirable to have combination in a rural union for the classes that they could combine for, than it is desirable in an urban union, because in an urban union you get a large workhouse, and you are able pretty well to classify there on account of the numbers. I am not so very much impressed with the desirability of combination for imbeciles and epileptics, although that is a class which it is generally considered should be kept separate; but it is a question to my mind whether it is really desirable to separate the same epileptics from the other inmates.

The best treatment for epileptics.

36705. Does your experience go to show that they are more helpfully treated if they are not isolated?—If there are only a few, I think they are as well with the ordinary inmates, because when the epileptics are all put together, there is no chance of their improving themselves at all.

36706. There is apparently a difference of opinion as to that?—I think there is a great difference of opinion, medical and otherwise.

36707. (*Mr. Bentham.*) Do you mean that they should be placed with the ordinary inmates of the house, and not mixed with other epileptics?—It would have to be carefully decided what inmates to put them with; but, judging from my experience, I think the epileptics are

better if they are carefully placed with the ordinary inmates, than if they are herded together in a separate institution.

33708. (*Mr. Booth.*) Without making it anything very fixed or rigid, is it your idea that there should be an enlargement of area with combination for certain purposes amongst the unions?—For certain purposes, where it can be done, yes; but the classes are very limited where it can be done generally without difficulty and expense.

36709. Do you consider the actual number of guardians too great for the individual unions?—I think they are too great under the Act of 1894, but I do not think they were before.

36710. So there would be in that case an advantage in definite amalgamation, in so far as it might result in one board for a larger area with perhaps not more guardians than each board now has?—That is, as regards the management of the institution, of course? I think a small committee of management is far better than a large one.

36711. But it would probably be necessary to supplement that by breaking up the districts for local management in the case of out-relief?—For out-relief, certainly, and for other purposes. I do not see that you want a greater number of guardians for that, but you do want some one who takes an interest in the poor in order to supplement the action of the guardians who administer the relief.

36712. You want a local organisation of some kind?—Yes, certainly—in order to supplement the board of guardians.

36713. That is to say, supposing you had a joint or a united board for a larger district, they would have to appoint local committees for certain local work, whose members would include those who are not guardians?—It might be done in that way, but that is not my idea of doing it—if I may explain my idea.

36714. Pray do?—I think the board of guardians might well be less in number than they are in some unions—not in all unions, because there is no general rule. The numbers are fixed now by the county councils and the county borough councils. Some county councils fix a small number and some a large number. In my own union they have fixed a large number. I think a small number of guardians for management purposes is better, supplemented for out-relief purposes by some such society as the Guild of Help, or by what is known as the Elberfeld system.

36715. A society that would have its eye on the prevention of pauperism?—Yes, that is what I mean.

36716. Which should be working side by side with the local administration of the guardians?—Yes.

36717. But if several unions should be united in one, the total number of guardians necessary would be probably less than the aggregate of the existing unions?—Yes, if they were united for all purposes; but I do not think they could be.

36718. So far as the number of guardians should be reduced, you would think it necessary to supplement their action by local committees of some kind?—Yes.

36719. In paragraph 12 you speak of the breach in continuity by the fact of a relieving officer performing his duties and there being no consistent record of the information he obtains. Have you got the case paper system at Bolton?—Yes.

36720. Would that not give you a record?—We had not the case paper system at Bolton at the time to which that paragraph refers. I was giving there an instance where it would have been useful if we had been in possession of it.

36721. The information that would be gathered by the case-paper system would be supplemented by the information gathered by the Guild of Help, or whatever this other organisation was?—Yes.

36722. In Paragraph 15 you speak of the proceedings against relatives being cumbersome and expensive, and you say that often the relatives are without goods on which to distrain. If they are so poor as to be without goods on which to distrain, is there much hope of getting anything out of them in any case?—Yes. You see, some of those re-

latives get a great deal of money, but they spend it much more freely than middle-class people spend their money. very often they live in apartments, or they live with some relatives, and they have no furniture of their own; but they have certainly enough money to contribute towards their relative's maintenance.

36723. Although they have really nothing to show?—Although they have nothing to show and nothing to distrain upon.

36724. Do they do that merely because it is their way of life, or on purpose, in order not to be shot at?—It is their way of life. All-ged thriftlessness of single artisans.

36725. That is to me almost astonishing. Are they family people, married people, who live without homes?—No, they are single people.

36726. That is to say, an unmarried son who might be responsible would spend all his money week by week and have nothing whatever left?—Very often. In some cases they get a fair amount of money, but they have no furniture that is really worth selling.

36727. In such cases do you get an order for so much a week?—The first time the case goes to the court their earnings are proved, either by evidence of the foreman or by their own admission, and an order is made upon them to contribute. If they disobey the order, then the earnings since the order was made, say for three months, are proved again, to show that they have been able to obey the order if they would have done so. Then an order is made upon them to pay. If they do not obey that order, you have to go into court again for another order to distrain. You find they have no goods to distrain upon, and all the expenses has been wasted. That is my point.

36728. Is there any form of summary jurisdiction, or of collection of money, that would assist you?—There is imprisonment.

36729. But that is not available, is it?—Imprisonment is available, but then it is not satisfactory.

36730. (*Mr. Bentham.*) In speaking of the Bolton Guild of Help, when you say that it might supplement the work of the guardians, you do not mean by granting pecuniary assistance, do you?—No. The work of a guild of help in preventing pauperism.

36731. Do you find in Bolton that the City Guild of Help has been the means of preventing people sinking down to the level at which boards of guardians have to deal with them?—In the short time it has been in existence, yes.

36732. Then you have hope that it might assist materially in reducing pauperism?—Certainly it will. I am certain of that from what I have seen already of it.

36733. With regard to emigration, you suggest that guardians might have more liberty for dealing with the question. Have you ever found the Local Government Board refuse to sanction?—No. We have not done much on my board in this way, and I have never found the Local Government Board refuse. Proposed extended powers of emigration for guardians.

36734. Then what is the object in making this suggestion?—Only that I fail to see why one committee should not have the same power as another.

36735. The guardians have the same powers as the distress committees, have they not?—No, they have not. The guardians are elected by the ratepayers; but without referring to the mode of election, there are two authorities dealing with the poor, one dealing with them in the shape of a distress committee and the other as a board of guardians. And while one authority, the distress committee, may emigrate families to Canada or other places, the other authority, the board of guardians, may not do it without sending a long history of the case to the Local Government Board, and waiting till they sanction it. I fail to see why one should have the authority and not the other.

36736. You yourself personally have not experienced any disadvantage from that arrangement, or from any delay on the part of the Local Government Board in sanctioning, have you?—No. I am not making any complaint at all about it.

36737. Speaking generally, would you give more liberty to boards of guardians in dealing with the various classes of cases that come under their notice; or would you place more power in the hands of the Local Government Board over boards of guardians?—I think in some cases Need to increase discretionary powers of Guardians

Size of boards of guardians.

Value of voluntary organisations co-operating with guardians as to out-relief.

Advantage of case-paper system.

Need for simpler process of recovering maintenance from relatives.

Mr. Henry
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I should give the board of guardians, or whatever authority is distributing the relief, more latitude. I am not able to speak as to the powers required by the Local Government Board.

36738. In what direction would you give them more latitude?—In regard to Clause 9 I should give them the same power in emigration as the distress committees have. There are other little things I cannot remember just now. There are a good many small matters in which I think the approval of the Local Government Board might be dispensed with.

Need of
Government
Audit of Poor
Law accounts.

36739. You do not say anything in your statement about the audit?—No; that is not a question which I thought it necessary to mention.

36740. Have you no observations to make on it?—No; I think the audit is very necessary.

Bolton
method of
dealing with
children.

36741. Will you tell us how the children are dealt with when an application is made by a man with a family. An order, say, has been given for the house, but what happens next, in those cases where the order for the workhouse has been accepted?—If they go in, the children go to the cottage homes and are sent to the public elementary school.

36742. Does that mean that the children do not go into the workhouse at all?—The cottage homes adjoin the workhouse and are administered from the workhouse, but they are inside a separate boundary wall, so really the children are separated from the able-bodied and infirm adults. But it is not a separate system of cottage homes away from the workhouse; it is within a stone's-throw of the workhouse.

36743. They do not go into the workhouse for a probationary period, do they?—No.

Bolton Guild
of Help and
its work.

36744. (*Miss Hill.*) With regard to the City Guild of Help, is there an interchange of cases between them and the board of guardians?—Between the Guild of Help and the relieving officers, yes, daily.

36745. So that cases in which there is a hope that they might be kept off the Poor Law are referred to the Guild of Help?—That is it.

36746. Have you found that very helpful?—Very.

36747. The Guild does not, I gather, take any part in anything that is done within the institutions?—That is so.

36748. They do not visit, then, the schools, or the infirm wards, or anything of that kind?—Not as a member of the Guild of Help. There may be some members of the Guild who are on the Brabazon committees or some of the other committees who visit the institutions; but they do not visit as members of the Guild of Help.

36749. Have you a good number of visitors who are visiting the institutions?—Yes.

36750. And you have found no friction or difficulty with the officials and others in consequence?—None at all.

36751. Do they welcome them?—Certainly.

36752. That is a very important thing to get done, is it not?—I think so.

Periodical
"call-over"
of relief
cases.

36753. The amount of personal work which is wanted in institutions can hardly be supplied by the guardians themselves, because they have too many administrative duties to perform?—Yes; it is impossible for them to do it all.

36754. Are these visitors at all instrumental in considering whether cases can be taken out of those institutions? Have you any call-over which they can attend, or anything of that kind?—No. The relief committee have a call-over of the indoor cases every twelve months, and of the outdoor cases every three months.

36755. Do any representatives of the Guild of Help or any other charitable agencies meet the relief committee when they are reconsidering cases?—They have not done so up to now. The Guild of Help has only been established since last April. They have about 690 or more cases to deal with, I think, and they have about 300 or 400 helpers.

The Bolton
Queen Street
Mission and
its effect on
pauperism.

36756. (*Mr. Phelps.*) When we were at Bolton we went over a large institution connected with the Queen Street Mission; do you know anything of the working of that?—Yes, I know a little of it.

36757. Do you think that that particular mission helps you in the Poor Law?—No, I do not think so.

36758. Do you think it attracts people to the town who become paupers afterwards?—Yes, I think it does.

36759. In what way?—I will give you an instance that came under my notice, some two years ago I think it was, of a proceeding that took place at this mission on a Sunday evening. My attention was called to it by the master of the casual wards. They supply buns and coffee to any people who will attend their meetings and listen to the preaching that takes place, irrespective of whether those people belong to Bolton or elsewhere. Upon this particular night a certain number of tramps had come into the town—and this was only one Sunday night out of a good many—and immediately after they had been supplied with these buns and coffee they all went into the casual ward. The tramp-wardmaster pointed out to me the numbers that were going in as a consequence. Nothing spreads faster among the casual poor than the knowledge of any help of that kind.

36760. The casual ward is next door to the mission, I think?—Yes, it is.

36761. I can quite understand what you say in that connection; but has the Queen Street Mission done anything to meet the unemployed question in Bolton?—I do not think so, beyond their chip-cutting place.

36762. They employ a good many people, do they not?—Yes. I forget the number, I think it does give some little help.

36763. Has your distress committee worked with the Queen Street Mission at all?—No.

36764. I see that in two or three cases you recommend, or would you be in favour of compulsory powers being given to guardians. That is quite a new departure in the Poor Law, is it not?—Over charities, do you mean?

36765. No, I am on quite a different topic. I am referring to compulsory powers, for instance, with regard to the feeble-minded women who come in to be confined?—I think it is desirable to have them in those cases.

36766. You recommend it with regard to those women?—Yes, I do.

36767. What safeguards would you propose?—I should not give the power to a board of guardians to detain anybody, but I should give power in this way—that they might apply to the court and the case might be properly laid before the court, and if the court concluded upon the evidence that it was a case of a woman who was likely to suffer through not being taken care of, then the court might order her detention for a limited period. I think that would be a great help to that class of women.

36768. What kind of evidence do you think the court ought to require in a case of that sort?—Evidence of past life.

36769. With regard to the feeble-mindedness of the woman?—Medical evidence.

36770. Then it would practically be the medical evidence and the evidence of the relieving officer?—Yes; with such other evidence of past life as might be thought desirable.

36771. (*Mr. Booth.*) You say there should be detention for a limited period; what kind of limit would you put upon it? I should leave that to the discretion of the court. But a great deal would depend upon the particular case, would it not and upon the medical evidence.

36772. (*Mr. Phelps.*) You do not mean until they are past the child-bearing period?—No, I should not limit the period like that; I should say a period of probation.

36773. Have you ever considered the question of detaining feeble-minded women permanently?—Yes, I have considered it; but there is such a wide difference between women who are called feeble-minded. A good many people are thought to be feeble-minded, but not even medical opinion can always distinguish between one case and another. One woman may be extremely feeble-minded and another may be only slightly so.

36774. Then do you think it would be very difficult to classify people in that way?—Very.

The Bolton
Queen Street
Mission and
its effect on
pauperism.

Proposal for
compulsory
power to de-
tain un-
married
mothers in
workhouse
and its diffi-
culties.

Proposal to give guardians power to adopt the children of vagrants and effect thereof in increasing number of chargeable children.

36775. With regard to the children of vagrants, do think it would be a good thing if the guardians had any powers of detention there?—I think it has been decided that the Act of 1899 does not apply to vagrants, but I think that it might be extended so as to apply to vagrants. That is the Act empowering a board of guardians to take away children from their parents and assume the control of them themselves.

36776. To adopt the children, in fact?—Yes.

36777. You see, of course, the reason why it would not apply to vagrants?—Yes, on account of their settlement.

36778. It would not be practicable to enforce it, at any rate it would be very difficult for guardians to enforce it and to adopt those children?—They do not adopt them and they will not, because they do not belong to their particular place.

36779. How would you get over that difficulty?—I should remove them to their place of settlement.

36780. In the case of a vagrant is that possible?—If they adopt, then the child becomes chargeable and you remove the child to the place of settlement and transfer the power of control to the other board.

36781. Would you be prepared to make that a national charge?—No, I do not think so.

36782. The settlement of a vagrant is a most difficult thing to determine, is it not?—There is always the birth settlement.

36783. Then you do not think the difficulties in the way of doing that would practically make the powers a dead letter?—No, I do not think so. I think it is worth trying.

36784. You do not think it would be worth while to make the maintenance of such children a national charge, do you?—It might be done in that way, but I do not see why exception should be made in the case of those children.

36785. I only suggested it because of the difficulty of settlement?—There would be a difficulty about the settlement, but still it would not be very much more difficult than a great many cases that we already have.

36786. It has been represented that if steps of that kind were taken, the number of children who would become so chargeable would increase very largely; do you think that would be so?—I do not think it would in the end, but it might be so at first, because they would not realise it. I think a good many parents would do a good deal to remedy their ways rather than lose their children.

36787. You do not think there is a very large class of people who are only too anxious to get rid of their children?—No.

36788. (*Mr. Booth.*) On the other hand, those who acquire children in order to make use of them, would lose the benefit of that if they were to be taken from them?—Yes, it would have a beneficial effect in that way instantly.

36789. I suppose there are a considerable number of vagrants who go with people who are not their parents?—Yes.

36790. (*Mr. Phelps.*) Have you ever sent to the Society for the Prevention of Cruelty to Children in the case of vagrant children?—Yes, very often.

36791. With good results?—Yes.

36792. Do you work cordially with them?—Yes. Their inspector keeps a register at my office.

36793. And your porter or someone would inform the inspector?—The superintendent of the tramp ward would.

36794. And their inspector would be ready for them when they came out?—Yes.

36795. To follow up a question which Mr. Bentham asked, I do not quite understand how you determine whether a child is to be boarded-out in the union, or go to your cottage homes?—In the first instance, the indoor cases go to the cottage homes, and then the boarding-out committee go there and select the children from the cottage homes for boarding-out.

36796. At what age does the boarding-out begin?—At two up to about twelve.

36797. Do you look forward to having the older children in the cottage homes, or to the older children being boarded out?—We make no distinction in that way.

36798. You do not distinguish them on those lines then? *Mr. Henry I. Cooper.*

36799. On what grounds do the committee select the child for boarding-out?—They generally select the orphan and deserted children. 15 Jan. 1907.

36800. Leaving the ins-and-outs, or the children whose parents are in the house, in the cottage homes?—Yes; but they take also those children whose parents have, on account of immorality, been determined to be unfit to have control over them.

36801. And they board those out within the union?—Yes.

36802. Do you think on the whole that that is a good system?—It has acted very well with us.

36803. How are they inspected?—By the boarding-out committee. Inspection of boarded-out children.

36804. How is your boarding-out committee constituted?—It is constituted partly of members of the board of guardians, and partly of other persons.

36805. Is it a statutory committee or not?—It is a committee appointed by the Local Government Board.

36806. Does the relieving officer also visit the children?—No, never. We are rather exceptionally well situated in that respect, because a lady, Miss Barlow, who has taken a great interest in these children, acts as secretary to the boarding-out committee, and she spends a great deal of her own time and money upon the children; otherwise we should not be able to do it without appointing officials for it.

36807. Then practically she discharges all those duties?—She does. We have 102 or more children boarded-out in that way.

36808. On the whole, you are satisfied with it, are you?—Yes. Comparative merits of cottage homes and boarding-out for children.

36809. How long has that system been working?—Ten years.

36810. And of course the results are now before you?—Yes, we get an annual report.

36811. Would you be inclined to draw any distinction between boarding-out and cottage homes in regard to the effects, the results?—I should prefer boarding-out wherever it can be done.

36812. You think, on the whole, it has worked better than cottage homes?—Certainly.

36813. Your cottage homes, if I remember aright, are practically within the walls of the workhouse?—They are within the boundary of the workhouse land, but there is a separate boundary wall between them, and the workhouse itself. Details of Bolton cottage homes for children.

36814. Do the children mix with the outer world?—Yes, now they do. Since 1902 we have sent them to the public elementary schools.

36815. And there they mix with other children?—Yes.

36816. Is there any industrial training given to them?—No, not now. We have a carpenter, and he teaches them some wood-cutting and wood carving, and that sort of thing, but only to keep them occupied out of school. It is not really industrial training, it is simply a pastime.

36817. What do most of your boys do when they go out?—We send them out to farms, and the girls go as servants generally. Difficulties as to apprenticing Poor Law boys.

36818. Do you apprentice any?—We have apprenticed some.

36819. Do you find that answer?—It did not answer very well.

36820. Was there difficulty about the home?—There was a difficulty about the home. Since the apprenticeship laws were made, the circumstances have become very different. Now, the work is in large factories and in large places—not in places where the child can reside with the master. Therefore, we have a difficulty in finding the homes; although we have recently apprenticed a boy out to a builder in Bolton, and he is going on very satisfactorily.

36821. What about the girls?—We send the girls out to service. Poor Law girls trained for service.

Co-operation of guardians with Society for the Prevention of Cruelty to Children.

Method of dealing with children at Bolton.

Mr. Henry
I. Cooper.

15 Jan. 1907.

Bolton Poor
Law Infir-
mary and
question of its
attractive-
ness.

Decreased de-
terrence of
Poor Law
infirmary.

Need to dis-
sociate infir-
mary from
workhouse.
Disfranchise-
ment and
question of
its effect as a
deterrent to
medical relief.

Need to give
persons
power to re-
cover main-
tenance from
relatives
before be-
coming
chargeable.

36822. Are they trained for service before they go?—The Miss Barlow that I have mentioned, has, with some other ladies, a training home.

36823. They would be there for how long—twelve months?—About twelve or eighteen months.

36824. And the results there are quite satisfactory you say?—She finds them places and they get very good places.

36825. We were very much struck at Bolton with the infirmary, which is attached to your workhouse; do you find that there has been an increase in the number of people who have come for indoor medical relief?—It may have increased the number that the guardians have sent there.

36826. How do the guardians send them there?—By the relief committees. I think you sat with one of the relief committees; they are sent from that meeting.

36827. That is to say, a person would come and ask for medical relief, and they would offer him the infirmary?—In certain cases.

36828. And in most cases it would be accepted?—It would very often be accepted.

36829. Do you have a very large number of people coming now into the workhouse infirmary, just as they would go to a hospital?—A larger number now come than used to be the case in my time.

36830. Do you think that number will grow?—Yes, I do think so, because the facilities for treating them and getting them better more quickly are so much greater in a hospital or an infirmary than they are in their own homes, even if they are attended at home by the district medical officer.

36831. On the whole, do you think that is a desirable trend of things?—I think so, because they get better much more quickly, and so they are able to get back to their work.

36832. Do you think it would be a good thing if the infirmary was dissociated from the workhouse?—Yes, I do.

36833. And if the disqualification of disfranchisement were removed?—I have often thought of the question of disfranchisement. I think it is rather hard on people that they should be disfranchised on account of sickness.

36834. And you do not think the effects would be bad if that disqualification were to be removed?—No, I do not think so.

36835. You do not think it would increase the numbers very much that come to the infirmary?—No, I do not.

36836. You do not think people are deterred now by it from coming to the infirmary?—No. There is the check of the relief committees. We had a case the other day where they would not send a case. They do not send every case to the infirmary.

36837. Do you have some cases brought in directly now?—Sudden cases, yes.

36838. I see with regard to the charges on relatives you object to the expensiveness of the present procedure; do you think it would be a good thing if people could take their relatives straight to the magistrates on their own initiative without coming to the guardians?—Yes.

36839. Do you think that could be managed?—It used to be the case that wives had to go to the guardians before they could get an order on their husbands, and the change has been found to be very beneficial in those cases where the wife now is allowed to take her own proceedings. There was a Bill, I believe, brought in some time ago to enable relatives to take their own proceedings, but it was either dropped or thrown out, I forget which.

36840. Do you think a procedure could be formulated which would allow of that?—Yes. A great many cases would never apply for relief at all, because if a parent had the power to go to the court to ask for an order to be made upon children who were well able to contribute, it would be found that the children would never let it get to that point, but that they would contribute before. Now, they know that the parent must come to the board of guardians before they can be made to pay anything towards their parent's maintenance, and therefore they really have the whip hand, and if they are so inclined, they treat their parent badly.

36841. Do you think that the publicity of the proceedings would help in that direction?—Yes.

36842. Do you find that a great deal of your time is taken up with what I may call attempts to compel a single member of a family to contribute? The case I have in my mind is a family of four sons, who are all able to contribute, but one refused and the other three then refused because the fourth had, and so the case had to come before the board of guardians. Do you find a great deal of your time taken up with cases of that sort?—We have a great many cases of that kind.

36843. Does your board always offer the house in those cases?—Not always.

36844. Do you think that is a wise proceeding?—Often more than not they do offer the house, but there are occasions where they give the relief, and when they give the relief, or even if the parent takes the offer of the house, proceedings are taken against the whole four relatives, although three of them are willing to contribute.

36845. Have you ever followed up any of the cases in which the house was offered, and seen what the result has been?—Yes.

36846. Has it generally been salutary?—Very often they do not go in, but they come to an arrangement between themselves.

36847. That is to say, the offer of the house is a real deterrent in that case?—Yes, very often.

36848. It is really effective?—Yes.

36849. (Mr. Bentham.) Do you ever notify the sons, prior to giving the relief, that an application has been made?—Always.

36850. In order to give them the opportunity of paying direct without becoming chargeable?—Yes, we always do that.

36851. (Mr. Loch.) With regard to Bolton, is there a hospital there as well, or a Royal Infirmary, or anything of that kind?—Yes, there is an infirmary.

36852. If you separated the present Poor Law infirmary from the Poor Law, would you bring it into the position of a kind of second hospital; is that your idea?—I think Poor Law hospitals or infirmaries are becoming that generally now in large towns.

36853. What is the number that you would deal with in your infirmary, as compared with the number that would be dealt with in the hospitals?—The Bolton infirmary has about 150 beds and we have 550.

36854. Would you take in all the infirm cases, the sick, and the aged, as well as the acute cases?—Yes.

36855. Speaking of the Poor Law infirmary, you have relief committees, and you said, I think, to Mr. Phelps, that the orders which were given for the infirmary arose out of the work of the relief committees, so that they went from there to the Poor Law hospital?—Yes.

36856. Do you find that that is a check on admissions to the Poor Law hospital?—Yes. It is a check in the ordinary way on granting relief at all. It is just the same check as there is on outdoor relief, because the committee say whether it should be given or not. Of course in urgent cases the relieving officer sends the case in direct.

36857. If you made your Poor Law hospital a general hospital for the place, you would give up that check, would you not?—I do not mean that. When I answered Mr. Phelps's question, I meant to say that we should separate the hospital from the workhouse proper.

36858. (Mr. Bentham.) You meant merely a separate administration?—Yes, but it would still be a Poor Law hospital.

36859. (Mr. Loch.) I did not understand it so; I thought you meant making it entirely a separate institution? No, it was the separate administration I was thinking of.

36860. Then under those terms you would keep it much as it is?—Yes, just the same.

36861. With regard to vagrants, do you think that vagrancy might be a county charge, or would you prefer leaving it as it is?—I do not know that the charge would

Effect of an offer of indoor relief when relatives refuse to contribute to maintenance.

Poor Law Hospitals as General Hospitals.

Comparative size of Bolton Poor Law and voluntary hospitals.

The check of the guardians upon indoor medical relief.

Need to dissociate Poor Law Infirmary from the workhouse.

The best area of chargeability for vagrants.

greatly matter. Some towns or places would benefit, others would not; but probably it would be fairer on the whole of the towns in the county to make it a county charge, for this reason, that some towns have more advantages for that class of paupers than others, and they go there, and so a greater charge comes upon that town naturally; whereas if it were made a county charge, every town and place would bear its own proportion.

36862. With regard to bastardy cases, do you find that in the majority of instances you actually make the putative father pay, or does he get off?—He gets off. I do not mean that he gets off when we manage to get hold of him. We get the order certainly, but then when we get an order he goes away, and we do not get any money from him.

36863. Is there any suggestion you can make for meeting that difficulty?—Yes, I should make a punishment applicable, I should also make it the law that we could proceed against him as soon as the mother goes into the workhouse to be confined, and that we should not be compelled to wait. We are not compelled now to wait until the child is born, but then we cannot make any order upon him for the maintenance of the mother, only for the maintenance of the child, although we may keep the mother for three months at the very least before we take any proceedings at all.

36864. Do you see any difficulty in the procedure that would follow if the law were altered so as to allow you, directly the mother came, to give notice at any rate, and so to hold the case in your hands from the time of her applying for relief?—No, I do not see any difficulty in it.

36865. That would enable you to deal with the bulk of the cases, would it not?—We should get better results from the proceedings if we were able to take proceedings so quickly as that, certainly. A great many of these men know all about it, and they make their arrangements with the woman. She goes into the workhouse, and we are put to all the expense between the birth of the child and the woman going in; and then she goes out and we cannot get a penny. If we could prosecute as soon as the woman goes in, we should stop a great many of those cases.

36866. Taking the cases that you refer to in paragraph 14, how long does a case against the relatives of a pauper in respect to his maintenance usually take before the County Petty Sessions Court?—Do you mean in the hearing of the case?

36867. In all the various proceedings until it is finally done with?—We can take out a summons and get an order within seven days.

36868. And then the question of non-payment arises?—Yes.

36869. How long does that hold?—We could go for non-payment in a month, if we liked, but as a rule we go at the end of three months. That is what the Court asks us to do.

36870. That is another three months spent?—Yes, three months is spent and we get nothing.

36871. And then when it comes to distraining there is nothing to distrain on?—Yes.

36872. Would your suggestion be to proceed as under the Bastardy Acts?—There should be similar proceedings allowed in these cases. The provisions of those Acts have been extended to other cases. Of course the cases we are talking about now are only exceptional, and they do not form the majority. In a good many of the cases we get the money week by week, and there is no difficulty at all. I am speaking now of cases where there is a determination on the part of the relative not to contribute, although he is well able to contribute. There are many of those cases.

36873. Do you find your Church Army Home of service in dealing with the able-bodied cases?—Yes.

36874. You refer to them, do you?—They are referred to by the relieving officers in some cases; but they cannot take a great number, they can only take a few.

36875. Have you ever thought whether there should be some kind of control as to the establishment of institutions which tend to create pauperism, as some of these shelter institutions do?—Yes. In paragraph 16 of my Statement I have mentioned this society. All societies that

deal with the poor in any shape or form ought to be under control.

36876. And ought to have a set and recognised position?—Yes, I think so.

36877. Have you ever thought how that might be realised?—By registration.

36878. The same as you would do in the case of friendly societies?—Yes, and then there should be rules.

36879. And the rules should be passed by whom?—By the governing body.

36880. By the governing body of the Society, do you mean?—No, by the governing body administering the relief, I should say, or by the authority of some larger area.

36881. You mean by the governing body of the town area or borough area?—Of the Union. I say it on this ground, that if a society collected money from the public for distribution amongst the poor, or amongst such people as they may consider are poor, that money ought to be distributed on a sound basis and after very careful inquiry, otherwise the society which does it is creating paupers. I have known cases of that kind that have arisen, and they cause me to speak in this way.

36882. Would you say the same with regard to the endowed charities—that they ought to be brought under the same procedure?—Not quite, because those charities are very often for a certain purpose, and the money is given for certain cases. Of course there are various kinds of endowed charities, but I think now there is a list of all of them in a Government paper. If those charities collected money from the public to make up the endowment, then I think they ought to come within the same category.

36883. Are there large sums, do you think, paid for the pauper funerals to which you refer in paragraph 7 of your statement?—Sometimes, yes.

36884. You think, therefore, there is justification in fact for this proposed change of paying over the money to the guardians?—Yes, I do. We have a great many instances. I had three cases at one time brought under my notice in our workhouse, and we could not get a penny.

36885. Would it be, as far as you know, the opinion generally of Clerks that this is a question to be dealt with?—From what conversation I have had with them yes.

36886. (*Sir Samuel Provis.*) Do you emigrate cases much in your union?—We used to do. Some years ago we emigrated some children to Canada, but we were never able to get any satisfactory reports of them, so we ceased emigrating till last year, when we emigrated a youth of about nineteen or twenty, I think he would be.

36887. I think your cases were before the present arrangement was in force?—Yes, they were about 1893 and 1894, I think.

36888. Do you ever emigrate adults?—We have only emigrated this one, but the distress committee last year emigrated some forty.

36889. Is there not some difference, do you not think between emigrating adults and emigrating children?—Yes.

36890. Is there not some ground for saying that the sanction of the Local Government Board might be desirable in the case of children, although it might not be necessary in the case of adults?—Possibly, but then in the case of children you have to go to the court for your authority.

36891. It is the sanction of the Local Government Board, is it not, that makes sure that that is done; it is a guarantee that the law is complied with, is it not?—Undoubtedly.

36892. Is there not some advantage in that for the children?—Possibly; although the auditor would be able to check it, would he not?

36893. He would if it was brought to his knowledge, no doubt, but that would be after the children had gone, would it not?—Yes, certainly.

Mr. Henry I. Cooper.

15 Jan. 1907.

Need for registration and control of unendowed charitable societies.

Paupers' burial insurances appropriated by relatives.

Question of need of Local Government Board sanction to emigration of paupers by guardians.

Mr. Henry I. Cooper. 36894. Do you have many settlement and removal cases?—Yes.

15 Jan. 1907. 36895. Have you considered at all whether it would be desirable to abolish the law of settlement, or to make an alteration in the law so as to practically abolish it?—In my opinion it would not generally make much difference, but of course in places like Liverpool and other seaport towns it would. I have considered it to that extent. Probably, in my own union, there would be a slight loss to us, but not an appreciable loss.

36896. Your people would be rather pleased perhaps to see certain things done in inland places, while treating the seaport places rather exceptionally in this respect?—Yes. I think it might be abolished in inland unions.

Nature of employment found for Poor Law children, factory work, etc. 36897. (*Mr. Booth.*) With regard to the employments that you have obtained for your pauper children when they come of age for employment, you mentioned farm work for the boys and domestic service for the girls, I think?—Yes.

36898. You are in the neighbourhood of factory districts; does factory work not come in for either sex?—Yes, and we have sent some for factory work; but there is rather a difficulty about it—the same difficulty that we experienced in dealing with apprentices. There is a difficulty in finding a suitable home for a boy whilst he is going to the factory.

36899. On the farms they live with the farmer, do they not?—Yes.

36900. And learn the work in connection with their daily life?—Yes.

36901. It is the same with the girls and domestic service?—Yes.

36902. In the south of England a very large proportion of the boys go into the Army on the musical side as bands boys; having in the schools got a very thorough musical training, there seems to be an easy opening for them in that direction. Has that happened with you?—No.

36903. The Navy also in the south of England seems to offer a considerable opening for these boys; do you send any boys to the training ships?—We do; we send them to the “Indefatigable.”

36904. Both for the Navy and for the mercantile service there is a certain number of boys who could go into sea work?—Yes, but of course they have to be up to the physical standard.

36905. In every case I take it, you seek employment for them where they will get a home as well as work?—Yes, if possible. As I mentioned, we have cases where we have found a suitable home and been able to send them to a mill.

36906. Are the earnings of the young people in the mills sufficient to keep them if they have a home?—They are not to begin with, and that is where we have a difficulty. In this case that I mentioned, the people with whom they went to reside maintained them without relief until they began to earn something, and that was for a period of about three months, I think.

36907. Until then it was really all learning?—Yes.

36908. (*Mr. Phelps.*) Would you wish to see your Board have power to keep the children in the schools

while they went out in the day to a mill learning a trade? Difficulty as—No, not in the schools I think; but I think they might have power to pay the money for apartments. Poor Law working boys.

36909. To board them out in fact?—To board them out while they went into the mill.

36910. That is, while they were learning the trade?—Yes.

36911. (*Mr. Booth.*) When they have learned something, after the first three to six months are the earnings pretty good?—They are quite sufficient.

36912. So that it is only a question of bridging over an interval?—That is all.

36913. (*Mr. Bentham.*) Really you have power to do that now, have you not?—I think so, with the sanction of the Local Government Board; but it is in the shape of relief you know, and we do not like to do it.

36914. It need not be paid through the relieving officer though?—Then how would you pay it?

36915. It might be paid by the clerk direct to the foster-mother with whom the child is residing.—There would have to be an exceptional sanction of the Local Government Board then, I do not know whether they would sanction that or not; we have never asked for that.

36916. Are you not aware that it is done in many places?—No. As I say, we have not had many instances of the kind, but where we had one the people were kind enough to take the children and keep them until they earned sufficient.

36917. (*Mr. Booth.*) It cannot be done by loan in any way, can it?—No, it cannot be done on loan.

36918. Because it is not recoverable?—That is so.

36919. (*Mr. Gardiner.*) Would you like to detain your girls longer than you do now before sending them out to service?—No, I do not think so, because we are well situated with the training home for servants, which is under some of our own lady guardians and the secretary of the boarding-out committee. Question of best age for sending Poor Law girls out to service.

36920. Then you have a training home in Bolton?—Yes.

36921. Do you pay for them there?—Yes; we pay 5s. a week.

36922. Up to what age do they stay in the training home?—We pay for them until they are fourteen, but they keep the girls longer at their own expense.

36923. Do you not think it is a mistake to send girls out to service so young as fourteen?—They do not send them out at fourteen.

36924. You cannot get them started properly at that age, can you?—No, but we cannot pay for them longer than fourteen. It is a registered home, and it is only registered up to fourteen, I think.

36925. But it might be registered up to sixteen?—Yes, it might. They do keep them until they are sixteen, and the results have been good.

36926. (*Mr. Bentham.*) Do you think it would be an advantage to have the time extended to sixteen?—Yes, it would.

Dr. ARNOLD W. W. LEA, called; and Examined.

Dr. A. W. W. Lea. 36927. (*Mr. Booth.*) You have kindly offered to give us some evidence, on medical relief, particularly in connection with the Manchester Union; would you please tell us what your experience has been?—My experience is mainly that of a hospital surgeon. I am not in any way connected with the Poor Law. I am a Member of the Committee of the Corporation of Manchester for administering the Midwives Act of 1902.

36928. We have found that the words “hospital” and “infirmary” are used in a very mixed way; you are now referring to voluntary hospitals?—Yes.

36929. So that you come in contact with the medical needs of the population?—Yes.

36930. But not specially through the Poor Law, or in fact not through the Poor Law at all?—That is so.

36931. I believe you have prepared for us a short statement, which if you will hand in, we shall be glad to take as your evidence-in-chief?—Yes.

(*The Witness handed in the following Statement.*)

(a) Assistance given from the Rates.

1. At present, this is only given by the Poor Law medical officers. It is of special importance that they should be allowed to order food, and that it should be given freely in cases where needed. District medical officers should be allowed to order food, and should not provide drugs, etc.

If outdoor medical attendance is provided all drugs and appliances should be supplied by the authorities and not at the cost of the medical officer.

2. In Manchester, during the last year, under the new Midwives Act, the supervising committee of the corpora-

Municipal midwifery and medical assistance to the poor of Manchester.

tion, of which I am a co-opted member, have obtained a grant from the rates for the provision of medical attendance to poor women in labour. The Corporation pays for medical assistance in all cases where the income does not exceed a certain limit. This has been found of great value.

(b) and (c). *Assistance given to Charitable Funds.*

Inadequacy of Manchester Voluntary Hospital accommodation and proposal to make patients' pay.

3. My experience is mainly limited to surgical assistance given in hospitals. The hospital accommodation in Manchester and elsewhere, is inadequate, and one reason of this is, that comparatively few people are able to afford the expense of surgical treatment at home. The result is that the vast majority of the artisan population occupy the beds in hospitals, and do not contribute adequately towards their maintenance.

4. The average cost of a patient per bed in hospital varies from £50 to £60 per annum, and many patients could afford to pay £1 a week. This, if adopted more extensively, would relieve the financial strain on the hospitals very much, especially as many of these patients are not proper subjects for charitable relief.

Need of enquiry into financial position of applicants to Voluntary Hospitals.

5. Enquiry as to financial position of patients applying at hospital. A special enquiry officer should be appointed at each hospital.

Out-Patients.

6. The decision as to suitability or otherwise of treatment being undertaken must depend upon—

- (1) The financial report.
- (2) The medical aspect of the applicant.

The criterion of suitability for Voluntary Hospital treatment.

7. Decision must ultimately rest with the medical officer.

Voluntary Hospital Medical Officers should have power to order food for out-patients.

Many out-patients are in urgent need of food and home nursing. At present hospitals only supply medicines. It would be desirable for medical officers of recognised hospitals to be able to order food through the Relieving officers in certain cases.

In-patients.

Need of investigation of and contributions from Voluntary Hospital in-patients.

8. These patients should be visited by the hospital enquiry officer before admission or immediately afterwards, and a report of their financial position obtained.

Need of investigation of and contributions from Voluntary Hospital in-patients.

9. Suitable contributions may be legitimately demanded.

Paying Hospitals.

10. Self-supporting paying wards might be attached to each hospital for people with incomes of £2 to £3 per week who are unable to afford the expense of private nursing and operations. At present these individuals occupy many beds to the exclusion of deserving poor.

Proposed paying wards for all Voluntary Hospitals. Provident Convalescent Homes for work-people. Proposal for Friendly Societies to include Hospital treatment in their benefits.

In Manchester a scheme of convalescent homes for work-people has been adopted which will be self-supporting. I should advocate that this system be extended in the form of Provident hospitals. A payment of £1 per week would ensure these being almost self-supporting. Friendly societies might adopt a system of insurance to pay for medical and surgical hospital treatment as in Germany.

11. This system is in extensive use in America and on the Continent.

Rate-aid to Hospitals.

Conditions of rate-aid to Voluntary Hospitals.

12. This could only be given to hospitals willing to accept the conditions laid down by a "hospital board" under municipal control.

Poor Law Hospitals.

13. These hospitals provide for a large number of chronic cases, which at present are crowded out of the hospitals maintained by charity.

Visiting Medical Staff for Poor Law Hospitals. Poor Law hospitals should be open to medical students.

14. It is very desirable that visiting physicians and surgeons should be appointed generally, in large cities to provide the best medical and surgical skill available.

15. In Manchester physicians and surgeons are appointed to visit the institutions daily and to supervise the treatment of the resident staff.

16. I am of opinion that these institutions should be available for the instruction of medical students under certain conditions.

Hospitals and Public Health.

17. The following diseases should be under municipal hospital control.

1. Acute infectious diseases.
2. Phthisis.
3. Puerperal fever.

18. With reference to puerperal fever I am of opinion that

Special Municipal Hospitals should be provided in all large centres of population.

19. This disease is very fatal—

- (a) Unless efficiently treated from the first.
- (b) It cannot be treated in the homes of the poor.
- (c) Expert advice should be available.

36932. (*Mr. Booth.*) How does the subject suggest itself to you? Do you think that the Poor Law work with regard to medical relief might be left entirely in the hands of the other authorities, and not be mixed up with Poor Law relief at all?—I think the present system of outdoor Poor Law medical relief by medical officers is very unsatisfactory in many ways, and the work is overlapped. Some hospitals have visiting medical officers, so that in some instances there is a great deal of overlapping.

Dr. A. W. W. Lea.
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Diseases needing Municipal Hospitals.

Overlapping between work of District Medical Officers and home-visiting Medical Officers of Voluntary Hospitals.

36933. The voluntary hospitals have their out-patients, have they not?—Yes, they have out-patients, and several of them have visiting medical officers also who visit poor persons in their homes, quite independently of the Poor Law Medical Officers. The Poor Law appoints doctors in each district to supply medicine to persons who can come to his surgery, and on receipt of an order to visit people at their own homes. On the other hand, the hospital and dispensary doctors can do nothing but supply medicines, whereas the Poor Law officer is allowed to order food, and to relieve in that way. It is desirable that out-door medical relief should be co-ordinated. One of the most essential things it seems to me is that the doctors should not be supposed to provide drugs and so on at their own cost, because that results in a very primitive kind of treatment in many cases. Out-door Poor Law medical relief should be given more on the lines of the dispensary with the drugs and appliances provided by the guardians. It is very difficult for voluntary hospitals to arrange any satisfactory system of visiting out-patients at their own homes.

36934. Would you say that these two systems, whether there be overlapping or not, would, between them, cover the whole ground?—They do not efficiently cover the ground.

36935. Could either system cover it?—Yes. The Poor Law system could, if it were extended and made efficient, that is, the Poor Law guardians should supply drugs and appliances, and, through an order on the relieving officer, the medical officer would supply milk, food and so on in a case where it was wanted. The hospitals never attempt that; the hospitals simply give drugs.

36936. If you had one system, do you contemplate the hospital undertaking that form of relief, so to speak?—No. My impression is that that form of relief would be much better taken up by an extension of the Poor Law. The growth of out-patients at hospitals is enormous.

36937. So you do not suggest that the Poor Law system should be absorbed and replaced entirely by a hospital system?—Not by a hospital system. It might be replaced by another authority possibly, but not by a voluntary hospital.

36938. Now let us consider some of these other possible authorities. First of all, dispensaries; have you got provident dispensaries or other forms of cheap dispensaries in Manchester?—We have got free dispensaries, that is dispensaries supported by charity, and Provident dispensaries.

36939. They also attack the same problem?—Yes; but the Provident dispensaries only attack the problem where the people pay; a weekly contribution is made by the people.

36940. They have to pay something?—Yes.

36941. But I presume it is partly charity in their case?—There is very little charity there; the Provident dis-

Deficiency in existing system of out-medical assistance for the poor. Proposal that Poor Law should undertake all non-institutional medical assistance of the poor.

Free and provident dispensaries, their functions and defects

Dr. A. W. W. Lea. dispensary is almost self-supporting. The members have to pay so many shillings when they enter, and it is practically a Friendly Society.

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Home visiting by medical officers of voluntary hospitals.

36942. In addition to these Provident dispensaries, there are also dispensaries of a more charitable character, I think?—There are also two or three free dispensaries, and three of the hospitals, at any rate, have visiting medical officers who visit people free.

36943. Do they do that in connection with the hospital?—Yes, in certain districts.

36944. That is a separate organisation, is it?—It is altogether separate.

Free and provident dispensaries and their defects.

36945. Although connected with the hospital?—Yes.

36946. Again, these charitable or provident institutions do not cover the whole ground either?—They do not cover it effectually. They give people a bottle of medicine, but they do not do much else. They take no supervision of their home surroundings, and no supervision of the general hygiene, and they never provide anything in the way of food and nourishment. It is very often much more food that is wanted, for instance, with the children. The cost of feeding an infant alone is three shillings a week, and the people cannot always afford it. They only get an attempt at food in the shape of cod-liver oil or some thing of that kind from the hospital. No hospital undertakes to provide any food or nourishment.

Municipal medical assistance of the poor and its functions.

36947. There is a fourth possibly which I suppose is working also in Manchester, and that is, the organisation of a municipal service through the medical officer of health?—Yes, but that is for another class of cases.

36948. And an entirely different class of cases?—Yes.

36949. Do they do any health visiting?—Yes. This is also carried out by the Ladies' Public Health Society.

36950. In some places that includes the giving of milk to children does it not?—I am not quite sure whether they give food in Manchester, but I do not think the health authority do. They give one or two simple ointments sometimes and a diarrhoea mixture in summer.

36951. That is, with a view of the prevention of disease?—Yes, they are dealing more with the prevention of disease.

36952. And above everything, they are preventing it spreading?—Yes. Any case of infectious disease is at once visited by the corporation authorities.

36953. So, to some extent, they have a distinct sphere from either the voluntary hospitals, the poor law infirmaries, or the provident dispensaries?—Yes. They limit themselves practically to infectious disease.

The question of extending medical out-relief and removing the pauper stigma.

36954. Is it your ideal that these various systems should be maintained, but should, in some way, be co-ordinated so as to cover the work; or do you wish to see one or other of them swallow the rest?—The Poor Law visiting seems to me, theoretically, to meet the case, only you must have the taint of pauperism absolutely removed, and it would have to be made much more thorough than it is now.

36955. Would you stop altogether the out-door work of the hospitals?—No, there would still be a considerable amount of out-door hospital relief in the case of the out-patients of hospitals.

36956. But that could be co-ordinated with it, could it not?—Yes, it could.

36957. Should it be co-ordinated with the provident dispensary work?—No. The provident dispensary would go on as it is, because that is practically self-supporting. Its patients are its members, and they pay for their medical treatment. The poorest of the artisan population do not go to the provident dispensaries at all.

36958. There should be some test or definition of destitution at the bottom of what Poor Law should do, should there not?—Yes.

36959. You say it must be separated altogether from the stigma of pauperism?—Yes, I do.

36960. You do not mean by that that there is to be no test evidently, because you say that the provident dispensary for which the people themselves pay is to be distinct?—The members of a provident dispensary are really members of a friendly society, and it is only members who can go to these provident dispensaries and be treated.

The other people have to go to the hospitals and get free advice there, or they can also go to the Poor Law infirmary.

The classes dealt with by provident dispensaries and voluntary hospitals respectively.

36961. Does that not necessarily differentiate the Poor Law patients from the people who go to where they have paid?—The only people who pay at all are the members of the provident dispensaries. Those dispensaries are self-supporting, and, as I say, are practically friendly societies. The poorest people never go to these provident dispensaries; they all come to the hospitals.

36962. You must have a practical definition of poverty connected with it, though you do not treat it exactly as pauperism?—That is so. The really poor are treated as out-patients of hospitals, and practically all hospitals now make inquiry. We have a financial statement of the patients' means, and if we find they are above a certain scale, our practice is to mark a card P.D. or some initials of that kind. That shows that they are able to pay, that they are above our scale, and that they ought to join a provident dispensary.

36963. Do you get people in rather a rough and ready haphazard fashion, or have you visitors who study the question?—The list of patients applying at the hospital is sent to the provident dispensary officials who visit and report within a few days to the hospital.

Co-operation between voluntary hospitals and provident dispensaries.

36964. Do you work with the provident dispensaries?—Yes, practically all the hospitals do that.

36965. I suppose immediate relief is given when it is required?—Immediate relief is always given when necessary, and the question whether the patient should be retained or not is left to the final discretion of the medical officer, because it may be a case requiring special treatment.

36966. If it is not a suitable case for the voluntary hospital, do you relegate it to the Poor Law?—No. We simply tell them that they must go elsewhere. We practically send none to the Poor Law at all; we work absolutely apart from them.

36967. Still, I gather that the solution of the difficulty is that the Poor Law should be so amplified and arranged that it fills up all the interstices, and does everything that is not done by the voluntary hospitals or the provident dispensaries?—Yes. Then, especially, the doctors of the Poor Law should be given a fixed salary, and should not be supposed to provide drugs and appliances for their patients, because by the present method the medical treatment has to be carried out very economically, for the doctor might very well spend all his salary in providing efficient medical treatment.

Proposal to extend medical out-relief; to provide drugs for district medical officers and to pay them by fees.

36968. Your own experience is with the voluntary hospitals, is it not?—Yes.

36969. (*Sir Samuel Provis.*) Your plan, if I understand it rightly, would be that the Poor Law should deal with cases of destitution as at present, but in an improved fashion?—Yes, that is so.

36970. Are you thinking of outdoor relief and indoor relief both, or are you only referring to outdoor relief?—I am only referring at present to outdoor relief. Indoor relief is a question for Poor Law infirmaries.

36971. How would you deal with Poor Law infirmaries according to your plan?—The Poor Law infirmaries have grown up into very large hospitals, and they now take a large number of chronic and acute cases. Their most significant feature it seems to me is that they have become largely surgical. The suggestion I should make is that these Poor Law infirmaries should have special surgeons and physicians appointed to them, and that they should not be left altogether in the hands of the resident superintendents.

Need of visiting medical staff for Poor Law Hospitals.

36972. You suggest that they should have, as other hospitals have, physicians and surgeons visiting?—They should have a visiting medical staff.

36973. Now, going to the out-door cases, I gather that your view is that the chief difficulty in regard to the dispensing of the drugs is that the district medical officer provides his own drugs?—Yes.

Difficulty as to Poor Law dispensaries in rural areas.

36974. Do you think that in a large district it would be practicable to have any other arrangement?—I think it would be practicable to have any other arrangement.

suppose the arrangement you contemplate would be a dispensary?—It would have to be a dispensary

36975. And the patient would then, would he not, have to send to the dispensary for the medicine which was prescribed by the doctor?—Yes.

36976. Would that not be rather difficult in the case of a country union?—I was only speaking from the point of view of a large city.

36977. If you apply the principle to a rural district, would there not be a difficulty, which does not exist, I admit, in the case of a large city?—Yes, I think there would.

36978. Then with regard to another point, namely the outdoor medical relief; you say, I understand, that you think there should be no stigma of pauperism attaching to that?—I do not think there should.

36979. Do you mean to carry that at all further than saying that a man should not be disqualified for voting for Members of Parliament because he has been in receipt of medical relief?—Yes. I think it is just the same as accepting charity; he accepts charity without any qualm.

36980. Of course you are aware that he is not disqualified now?—I know he is not.

36981. Have you something further in your mind as regards the stigma? Have you got it in your mind that the application to a Poor Law authority is in itself a stigma which you would wish to avoid?—I think it is a stigma to have to go to the relieving officer and get an order, but I do not quite see any practical way of avoiding that.

36982. Would you think it was desirable from that point of view to substitute some other authority for the guardians in the matter of the administration of medical relief?—I think the question whether it should be put under the Public Health Authority should be very seriously considered, though I am not prepared to make any absolute statement about it.

36983. Either way it might be easier, might it not, in the case of a large town than in the case of a rural district?—It would be much easier.

36984. (Mr. Loch.) As to your suggestions as to hospitals, have you not in your mind the proposals of the medical service which have been bruited about a good deal, namely, that every patient should pay according to his ability, and that in the hospital there would be accommodation provided according to certain scales, so that instead of having a large voluntary hospital, the hospital might be to a very large extent a pay hospital, or at any rate there might be pay accommodation available? Is that what is in your mind?—It is so certainly, from the point of view of a hospital surgeon.

36985. Then that would be practically a new system of medical relief, that is to say, it would be a pay system?—Yes. At present the hospitals are largely charities, and they have no extensive pay system.

36986. That would bring to the hospitals, as paying patients up to their ability, the middle-class, who now find it difficult to pay the large sum necessarily or naturally demanded for expensive operations?—Yes. But it is not quite the middle class who would be affected; it is the whole artisan class, who are rather below the middle class. The whole class of people with incomes up to £3 a week practically become charitable patients directly they are ill.

36987. The preliminary that there should be a maximum paying system instead of a minimum paying system is almost essential to your suggestions?—Yes.

36988. Your provident dispensary goes hypothetically into that organisation because it is a provident dispensary?—Yes, but that only treats the patients at home.

36989. Then you have the voluntary hospital, as we call it, managed partly on this basis, too; therefore, would you not require to give honoraria to your medical man at the hospital?—I do not think as long as the patients only paid the cost of maintenance, which varies from £1 to 30s. a week in every hospital, that the medical staff would require any payment.

36990. Would they have to pay something like a *quid pro quo* for the operation performed?—There would have to be special wards attached to the hospitals, like there are in many French and American hospitals.

36991. I believe you have visited France?—Yes.

36992. And Germany, too, I think?—Yes.

36993. Can you tell us whether there is any reason to the contrary, any criticism of the method adopted there, which I understand is this pay system, introduced as far as possible? Is it harmful in any way? Is it criticised for any reason?—No, not at all—from the point of view of the public, at any rate. The hospitals in any German city are controlled by the municipality. They have no hospitals corresponding to our charity hospitals, and the people there pay according to their means. Practically, all of them pay if they can. The people who really pay definite fees to the visiting doctors have a part of the hospital set apart for them, and they pay some fees commensurate with the advantage they get.

36994. Does the municipality act as a sort of central board for hospitals in a German town? I mean, is their relation so strong that the various hospitals are practically brought into co-ordination?—They are brought into co-ordination, but of course there are only one or two large hospitals of that kind in each town—I mean public hospitals under a special committee of the municipality.

36995. Would you propose that in a large urban centre like Manchester there should be a municipal or other board which would bring these hospitals into co-ordination? What sort of idea would you have?—Of course nothing of that sort could be introduced suddenly, because all the hospitals have their own committees and men who are very much interested in them, and I do not think it would be practicable to replace them all by a board.

36996. There was no question of replacing the staff, but I was just thinking rather that one could do one duty and another another; for instance, I think you have at Manchester a new public health hospital for puerperal disease; now is that used generally by the other hospitals?—As a matter of fact, puerperal fever is admitted into the general fever hospital, and they take patients from the other hospitals and from the whole town. That is an extension of the public health hospital.

36997. And that is a piece of co-ordination?—Yes.

36998. Do the hospitals co-ordinate, that is to say, do they send up their cases?—As a matter of fact, very few cases of that disease occur in hospitals, but they do send them when they occur. Most of those cases are sent from the patients' houses.

36999. To go one step further, friendly societies all pay for sickness, and therefore as they stand they ought to come into your idea of a medical service, just as the provident dispensaries do?—The friendly societies now pay nothing for their members who are in hospital.

37000. They pay nothing to the hospitals; they only pay for themselves through their payments to their doctor?—That is so, and directly a member has to be admitted into a hospital for an operation, then it is all charity and they do not pay anything.

37001. So that is a point also for adjustment?—Yes. If the friendly societies adopted an insurance system of some kind, so that their members should pay the cost of their maintenance in the hospitals, that would relieve the financial position of hospitals very much.

37002. As to the public health system, I put this difficulty to you: As a matter of fact, a great deal of the ordinary applications to the Poor Law comes through sickness?—Yes, that is so.

37003. If you had your system of institutional medical relief apart from the Poor Law, you would find it was nevertheless a part of the daily current work of the Poor Law authority, would you not?—Yes.

37004. So that they would have constantly to refer to another authority for admission into an institution, which it would be an almost daily occurrence to want?—Yes.

37005. Would that not lead rather to greater delay or difficulty, than if they had for their own purposes, on lines of co-ordination, an institution of their own, such as the present Poor Law infirmary?—I am not sure that I have quite grasped your question.

Dr. A. W.
W. Lea.

15 Jan. 1907.

German system of municipal paying hospitals.

The co-ordination of voluntary and other hospitals and its difficulties.

Proposal that Friendly Societies should provide for hospital treatment

Difficulty of dissociating Poor Law infirmaries from the Poor Law.

Dr. A. W.
W. Lsa.

15 Jan. 1907.

Question of
transferring
Poor Law
and volun-
tary hospi-
tals to
Sanitary
Authorities.
Grants from
Sanitary
Authorities
to voluntary
hospitals.

No almoners
to Man-
chester
voluntary
hospitals.

Attitude of
medical pro-
fession to a
system of
paying hos-
pitals.

Need of ob-
taining pay-
ment from
artisan class
for hospital
treatment.

37006. It has been proposed to put all the hospitals under a public health authority; but you do not, I think, pronounce any opinion on that?—No, I do not.

37007. I am now only taking that point up and discussing it?—I think it might be possible to put the Poor Law hospitals under the public health authority, and to co-ordinate those. But the other hospitals would have to exist as they are now, unless they were in some way brought into co-ordination with the Poor Law hospitals. At present they are not in any co-ordination.

37008. If, as I think has happened in Liverpool, a voluntary hospital receives a grant from the municipality, then you have the beginnings of a possible co-ordination with a municipal hospital?—Yes. I believe that co-ordination in that way is a step in the right direction.

37009. With regard to the out-patient cases in which you say food and other things are wanted, you have no almoner system in Manchester, have you?—Absolutely none, except through the Poor Law.

37010. So that in normal out-patient hospital cases there is no one to see that either the person who ought not to come is sent away, or that the case is rightly treated?—That is so. There is no one.

37011. Does it not seem to you that something of that kind is essential for proper treatment?—Yes, I consider that it is.

37012. Speaking in a general way, do you think that members of your profession are inclined to stand by such a proposal for a medical service as we have been discussing just now, that is to say, a system of payment according to ability to pay, running right through the whole of the medical institutions?—Yes, I think they would be. It would require care, and of course each case would have to be inquired into and decided by the hospital authority; but the medical men would certainly not be averse to it.

37013. That is at the very basis of what you propose, is it not? Therefore if the medical men were not willing to adopt it, or it fell through, we should have, if not chaos, at any rate something not very much better than we have now?—Do you suggest payment throughout the hospitals?

37014. I mean pay wards at the hospitals, and a system of payment according to the ability to pay?—That is so now at some hospitals. At some hospitals now they charge people according to their income. My point is that the whole artisan class is treated in hospitals now, and that the hospitals are put to a very great financial strain to pay for that, and that in some way or other this class ought to pay adequately for their maintenance, which in the case in question is something like £1 or 30s. a week. But that whole class is at present contributing nothing.

37015. Practically that is the basis of a reform, and if that is not done, nothing is done, as it were?—If that is not done, charitable hospitals cannot keep pace with the increased amount of work.

37016. And the burden of responsibility will not fall upon those who ought to bear it, namely, the artisans?—That is so.

37017. I only wish to press it that that is the cardinal point in your suggestions?—That is so.

37018. So that one might fairly understand that if that does not come about, either an entirely different method must be adopted or one must give up the problem?—I think so. Either you must have hospitals frankly free to everybody, or some such payment must be derived from the artisan class.

37019. And the sense of the profession now is that it should not be a free system, but a pay system, and it is that which they are aiming at for the great mass of the artisan classes?—That would be my impression, but I should not like to answer for the profession.

37020. (Mr. Booth.) But there is a class below for which it would be free?—And for which all hospitals would be absolutely free.

37021. (Mr. Loch.) And that would be as the result of inquiry?—Yes.

37022. (Mr. Gardiner.) Who is to decide as to the amount to be paid?—I think that people getting over a certain income should pay for the cost of their maintenance.

37023. That is, a man earning 50s. a week would pay so much—for the man, so much; for his wife, so much; and for his child, so much—and a man earning 45s. a week would pay so much, so much, and so much?—There are several ways of working it, but I think free wards and pay wards the best way.

37024. But who is to decide the amount of contribution which an artisan earning 50s. a week should pay as against an artisan earning only 40s.?—They would not both pay the same amount, would they?—I think that would be decided by the hospital official.

37025. By the almoner of the hospital, to use Mr. Loch's words?—Yes.

37026. And from his judgment there would be no appeal?—It is done now. They are asked for a contribution at many charitable hospitals.

37027. Practically on Mr. Loch's system it would be a matter of legal obligation?—Yes.

37028. (Mr. Loch.) It would be an engagement entered into as a matter of business when he came into the hospital?—Yes.

37029. (Mr. Gardiner.) The patients would undertake to pay so much?—Yes.

37030. But if they refuse to pay, or say "We are unable to pay?"—If they were unable to pay they would have to go to the free wards.

37031. Or they would have to go to the Poor Law infirmary?—Yes. The Poor Law infirmaries now provide beds and accommodation just as good as the general hospitals do. Poor Law hospital accommodation equal to voluntary hospital accommodation

37032. Therefore Mr. Loch's suggestion does not quite meet the case. Assume I earned 50s. a week, and I said, "No, I cannot afford this and I will go to the infirmary?"—But the Poor Law infirmary does not provide all that the hospital does, because it does not provide the special skill.

37033. But the public will require you at no distant date to provide this special skill?—That is what I am strongly advocating.

37034. Otherwise when there are special cases, they would have to be referred to the hospital?—It used to be that the Poor Law patients were transferred for operations to the general hospitals, and I think one of the reforms that are needed is that the Poor Law infirmaries, as they are being well fitted up in every way, should have a special visiting staff provided the same as the hospitals have. Need of visiting staff for Poor Law infirmaries.

37035. (Mr. Loch.) I understood you just now to take the line that if the Poor Law hospital was developed, a similar service would have to be applied to it?—No. I was speaking strictly of charitable hospitals then, and referring to the financial strain. The Poor Law hospitals, I imagine, would be kept entirely on the rates. Question of a payment according to ability in Poor Law or municipal hospitals.

37036. Even so, from the point of view of the rates, you could charge persons with the expenses if they are able to pay?—Yes. The guardians do that now.

37037. Might I suggest that there might be ways of charging as much as they charge abroad, if the Poor Law institution becomes practically a municipal institution?—Yes.

37038. As I take it, you are making an institution from a Poor Law institution of an old type into what is something very like a municipal institution of a new type?—Yes.

37039. And it is possible that the same condition, if that be the cardinal condition, might be brought into play in one form or another?—If you mean payment, certainly.

37040. (Mr. Booth.) But still there would be a class that would not pay?—Yes.

37041. (Mr. Loch.) Whatever happened, it would be either paid for at the quasi-voluntary institution, or it would be paid for at the Poor Law institutions?—Yes.

37042. (Mr. Booth.) The difference being that the Poor Law institution would collect what it could, and the other institution would ask for what it could get?—Yes.

Question of placing Sanitary and Poor Law hospitals under one authority.

37043. (*Mr. Bentham.*) I take it that you do not advocate a system of municipal hospitals which would make it unnecessary for the Poor Law authorities to have hospitals; is that so?—I certainly have not advocated that. To my mind the Poor Law and the municipality are different branches of the same public control. I think the question has to be discussed whether it should be all under one authority.

37044. As to which authority, you have not thought that out?—No, I have not. The authority which I think would be the best would be the public health authority.

37045. If all hospital treatment is placed under one authority, would you prefer that it should be the public health authority?—Yes, or that there should be State hospital treatment; but of course the charitable hospitals are apart at present.

37046. Accompanying that, would you suggest that that there should be a repayment on the part of the people who take advantage of it, according to means?—Yes.

37047. And in order to ascertain what people are able to pay, would you set up a system of inquiry? That would be necessary, would it not?—Yes.

37048. The system of inquiry would be similar to the system of inquiry which obtains at present under the Poor Law, would it not?—Certainly.

37049. Therefore there would be almost the same machinery which exists at present under the Poor Law, set up under another authority. What advantage would accrue from that?—The whole of the management of a big hospital, and the whole of the management of health and of such acute diseases as phthisis and puerperal fever, would be under one hospital authority, who would have special knowledge and powers.

37050. You advocate this purely on medical grounds, do you not?—On the ground of the efficient treatment of the poor, and of the improvement of the health of the community.

37051. Those are medical grounds?—Yes.

The need of removing deterrence from medical relief

37052. The moral effect upon the people you have not taken into account at all in proposing this change, have you?—Yes, I have. It would take away, as far as sickness is concerned, all the stigma of pauperism. It would be a municipal system of complete medical relief.

37053. That means that it would rather encourage people to have access to these institutions, instead of deterring them from doing so, as at present?—It would.

37054. Have you considered what effect that would have upon what I should call the moral strength of the community, that is, the feeling of independence on the part of the community, and the desire to avoid all assistance at the public expense?—In a case of sickness, medical relief is the main thing that is wanted, and I think no deterrent should be used in cases of sickness.

37055. You think then that practically all persons that are sick and need treating should be considered as a State charge?—All persons who are unable to afford payment for private treatment at home.

37056. And the only qualification that would be necessary to get assistance would be that the patient should be poor?—Yes.

37057. And there should be no stigma attaching to it?—Quite so.

37058. Does that not, to a certain extent, give an advantage to the people who are poor and who have avoided making any provision for themselves, either through provident medical dispensaries or through friendly societies, or in any other way? Does it not, to a certain extent, give a premium to that class if no such thing as stigma is to be attached to them, even though you intend making those pay who can pay?—At present, neither the friendly society nor any other organisation arranges for the hospital treatment of patients inside. The friendly societies make no arrangements of that kind.

37059. Then you confine your suggestion entirely to treatment inside?—Yes, as far as the hospitals are concerned.

37060. Would you abolish out-patients and home-patients altogether?—No. I said earlier that efficient dispensary treatment under the Poor Law would extend to out-patients.

37061. Would you leave out-medical relief to the Poor Law?—The whole thing would have to be under one authority, both the out-visiting relief, and the hospitals.

37062. We have got to this point, I think—that you suggest that the hospital should be under the health authority, and you now suggest that out-patients, if there are to be any, should be under the health authority too; that would take all sick cases from the Poor Law, would it not?—It would. There would have to be an authority, but that authority need not be absolutely the public health authority as at present existing.

37063. (*Mr. Loch.*) When you speak of the health authority, do you regard the municipality as being the health authority?—Yes.

37064. You do not mean a department of the municipality which deals with health solely?—There would have to be a special department of the municipality for that.

37065. (*Mr. Bentham.*) That brings us to the suggestion that all medical relief will be under an authority other than the Poor Law, does it not?—Yes.

37066. If you are to have a system of inquiry to ascertain what people are able to pay for this medical assistance, that means that a system analogous to the present inquiry system under the Poor Law would have to be set up under the health authority, does it not?—Yes.

37067. And there still would remain the Poor Law system of inquiry for cases which were not sick?—Yes.

37068. That would mean a duplicate system of inquiry would it not?—I should say that the whole system could be worked as one.

37069. I put the suggestion this way: Would it make any difference, in your opinion, in attaining the same object, by having all hospitals retained under Poor Law management, but not necessarily as part and parcel of the workhouse?—No. There is no authority absolutely existing at present which, I think, could manage the hospitals on the lines suggested. It would have to be a municipal hospital authority which would not be either precisely what the public health authority is now or precisely what the board of guardians is now.

37070. Let me suggest a new authority. If a new authority is set up, which might not be called a Poor Law authority at all, which would deal with all institutional relief, and would have separate institutions for sick cases of various kinds, could it not be quite as well managed by such an authority as by the municipality or the Poor Law as it exists at present? I am suggesting an authority which is dealing with institutional relief of all kinds?—It would have to be an authority connected with the public health.

37071. You would adhere to that then?—I adhere to a public health authority, but not absolutely to the public health authority as it exists at present. Perhaps there might be co-opted members, and so it might be made a little more complete, like the Municipal Council of Public Health in Paris.

37072. Is not the greatest objection at the present time to free medical treatment under the Poor Law the amount of inquiry that one has to undergo? Would not the same amount of inquiry have to be undergone under the public health authority, and would that not become a stigma and be a deterrent in itself?—The only alternative system to inquiry, of course, is to provide absolutely free medical relief.

37073. Is that not really what you are driven to?—Yes; we are driven to one of those two alternatives.

37074. You suggest that it might be analogous to the system that obtains on the Continent and in America; have you any experience of the American system?—I did not mention America in this connection.

37075. You referred to America, I think, in paragraph 12?—I was speaking with regard to the hospitals then.

37076. The point I am referring to now has regard to the public dispensaries. Have you any experience of the

Dr. A. W. W. Leo.

15 Jan. 1897.

The question of transferring medical relief to non-Poor Law authority.

The machinery for enforcing inquiry under a system of paying hospitals.

Proposed new authority for dealing with medical relief.

The Parisian municipal council of Public Health.

Enquiry as to patients' means essential to system of paying hospitals.

Defects of American paying hospital system.

Dr. A. W. American system?—I have experience in conversation
W. Lea. and in visiting them ; that is all.

15 Jan. 1907. 37077. Is it within your knowledge that people have taken undue advantage of them, and have not paid to the extent that they might have done, and that, consequently, a special Act has had to be passed in the State of New York, and every patient's card has a warning printed on it that there is a heavy penalty and a liability to imprisonment for taking undue advantage of medical relief?—I was not aware as to that, but I have no doubt it is taken advantage of.

37078. Therefore, although they have got a national system, which is a paying system, a safeguard has had to be invented to prevent people taking undue advantage of it?—That would be absolutely essential in England ; there would have to be some safeguard unless we should give it frankly to everybody.

37079. That is unless you give it free?—Yes.

37080. Inquiry as to means in itself becomes objectionable?—Yes.

Proposed special hospitals for puerperal fever.

37081. You suggest a special municipal hospital for puerperal fever ; what is the percentage of deaths in puerperal cases?—Puerperal fever is one of the worst. The mortality is something from 20 to 40 per cent. of the cases.

37082. (*Miss Hill.*) That is of the people attacked?—Yes.

37083. (*Mr. Bentham.*) I am thinking of the general death-rate?—It is a small proportion of the general death-rate, but it costs 2,000 women annually at least.

37084. That is over the whole country?—Yes.

37085. How many will there be in Manchester?—In Manchester, eighty cases were notified in 1905 and half of these were admitted to hospital.

37086. Would it not require a very large populous area to make it practicable to have a special hospital for that purpose?—Yes. It is only required for large cities such as London and Manchester.

37087. Is not the percentage of attack something like one in 1,000 births?—The mortality is over two per 1,000 births.

37088. No more?—No more.

Special and general voluntary hospitals and proportion of their incomes derived from patients.

37089. (*Mr. Phelps.*) When you say that you want to co-ordinate the hospitals, do you see your way in Manchester to classify the hospitals according to diseases or treatment? Could you draw out a plan by which you could arrange the hospitals of Manchester according to diseases, instead of according to the principle that is followed now?—Yes, Hospitals are roughly divided into general and special.

37090. You would make them mostly special, would you not?—The special hospitals require rather special treatment, because many people who can afford to pay go to the special hospitals. The special hospitals get a fair proportion of their funds from patients. Some years ago I made an investigation into the finances of the Manchester hospitals, and I found that some of the special hospitals received a third—some even more than that—of their income from patients, whereas the average general hospital only receives from 2 per cent. to 5 per cent.

37091. I see you state that a large number of beds in the hospitals are occupied by the artisan population. The evidence which was given to us when we were in the North of England was rather to the effect that the hospitals are now occupied by the clerk class and that the artisans go into the infirmaries?—I am quite prepared to accept the statement that it has gone as high as the clerk class, in fact nobody can get an operation performed in his house or in a nursing home, unless he can provide something like £20 or £30 down, and the patients who cannot do that go to the hospitals.

37092. Have you inquired into the system at Leicester?—No.

37093. You have not inquired into their Hospital Saturday Fund and the way in which it has been worked by the working classes?—No, not at Leicester.

37094. You say that the municipal authorities should have the control of phthisis ; have you faced all the questions that would involve?—Yes.

Proposal for sanitary authority to deal with phthisis, and difficulties.

37095. Would you be prepared to take a man and treat him for twenty years in isolation?—Very few cases of phthisis would live twenty years.

37096. You think that would be practically inconceivable?—Yes. We have a hospital in Manchester for phthisis at present, but we are only able to take the chronic and hopeless cases.

37097. How long would you give for the chronic cases?—We get them there in order to keep them from doing any further harm by infection.

37098. For the public safety you wish to keep them till the end of their lives?—Yes.

37099. A long interval might arise between the time when they became dangerous and the time of death, might it not?—It would not be usual to have a long interval. It might be so with very chronic cases, but we should keep them in order to prevent them infecting other people.

37100. There is a great difference on that ground between phthisis and ordinary infectious diseases is there not?—There is a very great difference. At present we can only keep the most chronic and hopeless cases.

37101. But you think it would be worth while to do that?—Yes, because phthisis causes such a high mortality. It would be expensive however.

37102. Should you be in favour of having a public hospital in Manchester for confinements to which people could go and be confined?—At present in Manchester we have a voluntary hospital which admits maternity cases and has forty beds, shortly to be increased to 100.

Voluntary lying-in hospital at Manchester.

37103. What proportion of the poorer classes would that provide for?—This, together with those attended by the visiting staff, and the fact that all bad cases are taken into hospital, provides for a large proportion, but I should not like to say how many. I should like to mention that under the new Midwives Act the Corporation of Manchester has arranged to pay for medical attendance on women during confinement at their own homes, subject to a wage limit. The sum of £1 1s. is paid for each case.

Municipal medical assistance in confinement cases.

37104. Would you say that the loss of life in confinements, in consequence of bad surroundings and inadequate preparation is sufficient to warrant you in opening an institution in which all confinements should take place?—No, I do not think so.

Question of need of special lying-in hospitals.

SEVENTY-FOURTH DAY.

Monday, 21st January, 1907.

AT THE FOREIGN OFFICE, DOWNING STREET, S.W.

PRESENT.

The Right Hon. Lord GEORGE HAMILTON, G.C.S.I., etc., etc., etc. (*Chairman*).

The Right Hon. Sir HENRY A. ROBINSON, K.C.B.
 The Right Hon. CHARLES BOOTH, F.R.S.
 Sir SAMUEL B. PROVIS, K.C.B.
 Mr. F. H. BENTHAM.
 The Rev. T. GAGE GARDINER.
 Mr. GEORGE LANSBURY.
 Mr. C. S. LOCK.

Mr. J. PATTEN-MACDOUGALL, C.B.
 Mr. T. HANCOCK NUNN.
 The Rev. L. R. PHELPS.
 Mrs. BERNARD BOSANQUET.
 Mrs. SIDNEY WEBB.
 Miss OCTAVIA HILL.
 Mr. FRANCIS CHANDLER.

Mr. R. H. A. G. DUFF (*Secretary*).Mr. J. JEFFREY (*Assistant Secretary*).

Mr. WILLIAM GRISEWOOD, called ; and Examined.

37105. (*Chairman*.) You have been good enough to prepare for us a most interesting paper which, if you will hand in, we will take as your evidence in chief?—This is the statement which I have prepared. (*The Witness handed in the following Statement.*)

1. I understand it will be agreeable to the Commission that I should furnish briefly a general view of the industrial conditions of Liverpool, especially in their bearing on the poverty of the city.

Industries.

2. The principal sources of work are shipping and its allied branches, viz., shipbuilding and repairing, engineering, boiler-making, rope and sail making, loading and discharging of cargoes, employing stevedores and porters, freight clerks and carters, seamen, stewards, firemen, coal trimmers, coal heavers. An important branch is the import of cotton, employing porters to warehouse and deliver the cotton and samplers. A considerable number of porters are also employed in the provision, fruit, grain, timber, salt, and general produce trades.

3. The building trades in Liverpool employ a large number both of skilled mechanics and labourers, viz., bricklayers, masons, plasterers, slaters, joiners, plumbers, painters, and paperhangers. In these and other skilled trades the mechanics usually have a trades union, but with all these branches of trade are associated labourers only some of whom are in unions. Men of this class are employed more or less regularly when trade is good. All the building trades are liable to stoppage through frost or continued bad weather, in addition to the usual fluctuations in the demand.

4. Factories of various kinds are carried on, such as soap, chemicals, manure, biscuits, seed-crushing, flour milling, sugar, cigar, pickles, jam, and rubber goods. I may also name printing and allied trades, the clothing trades, including tailors and bootmakers, and general clerks, many of whom are engaged temporarily. Each of these trades is subject to fluctuation and depression, and when the depression is long continued distress may arise. For some time past the building trades have especially suffered, the burden falling naturally with the greatest severity on the unskilled labourers without a union to provide out-of-work allowance.

Dock Labour.

5. The industry, however, which contributes the largest number of unemployed is dock labour. The men in this trade consist principally of stevedores, or men who work at the cargo on board ship, and whose wages are 5s. per day, and labourers, or quay porters, who work on the quay at wages of 4s. 6d. per day. A few of these men are permanent to the extent of being taken on regularly

day by day so long as there is work for them, but by far the greatest proportion are casual men, taken on for the day or half day as required. Under this system, therefore, there is a market for more or less unskilled labour, open to all strong men, at wages which compare favourably with those paid in other unskilled work, and the consequence is that men from other trades which may be slack are drawn to the docks in the hope of obtaining a sufficient share of work to make up a fair week's wage. The number of dock labourers is thus swelled beyond all ordinary requirements. This state of things has prevailed for many years until at present there is reason to suppose that there is a permanent surplus over the number that is likely to be required in the near future for the ordinary work of the port. In the course of their investigations into the actual state of employment in December, 1905, the City Council Distress Committee ascertained that on a given morning thirty-six firms which engaged 7,709 men left 2,013 unemployed on their "stands" or hiring places, while there was a shortage of eighty-seven men only at three stands. The total unemployed throughout the docks must have largely exceeded the above number. This was at a time when there was a fair and even large amount of work at the docks.

6. It is evident that while such a condition of things prevails, there will necessarily be a considerable number of labourers and their dependents always on the verge of want and ready to be plunged into distress whenever the inevitable depression of trade still further reduces the amount of work available for division over the whole class.

Organisation of Labour.

7. Now to introduce any artificial system of providing work for the unemployed of this class, except temporarily to meet an emergency, tends only to keep the men where they are not wanted and to perpetuate the bad conditions. The true remedy is to endeavour, by organisation, to increase the number of permanent men, and, while leaving a sufficient number to meet the fluctuating demand for casual labour, to draw off the surplus men and provide for them either by sending them to other parts of the country, where it may be ascertained through the City Council Labour Bureau that a demand exists, or to assist them to emigrate, when there is a demand in the Colonies, as is the case at present.

8. This subject, although not strictly relating to measures of relief, is of so much moment in regard to the origin of distress that I venture to submit a print of suggestions for the better organisation of labour at the docks, prepared for the consideration of a conference of employers and workmen, by the Chairman of the Liverpool Central Relief Society and myself. (Appendix No. III. (A.))

Mr. W. Grisewood.

21 Jan. 1907:

Surplusage of casual labour at docks.

Futility of artificial work for unemployed.

Need for decasualisation of dock labour and dispersal of surplus labourers.

Liverpool industrial conditions.

Liverpool industrial conditions attractiveness of dock labour.

Mr. W.
Grisewood.

Relief of the Unemployed.

21 Jan. 1907.

Poor Law
labour farms
managed by
a Voluntary
Committee
the best
method of
dealing
with un-
employed.

9. So far as it may be found needful to provide temporarily for the relief of men in distress from unemployment, I feel convinced that the provision of the Poor Law requiring that able-bodied men in distress should be set to work is the only sound policy, but it must be carried out under such supervision as will ensure a proper day's work being performed, and other means of self-support should be sought. I am disposed to think that work on the land on a labour farm will be found to be the best, inasmuch as, if properly organised, the labour will be productive and will, to some extent, prepare the men for work in the colonies and probably make them more disposed to try it. Labour farms may also be useful as places of detention for the tramp and vagrant classes, with a view to their being habituated to regular habits of work, which most of them have lost.

10. To obtain the best results, however, from such institutions, they should be under the management of a voluntary committee, actuated by a desire for the moral improvement and uplifting of the men, and willing to take trouble with the individual cases to secure this.

Need of
increased
facilities for
training the
young for sea
and country
life.

Desirability
of decreasing
juvenile
labour.

11. With a view to stop the production of inefficient and useless people, further provision is necessary for the training of boys for sea, and of both boys and girls for a country life, while their nature is plastic, confining this, of course, to such as show a disposition in these directions.

12. It would further be a distinct advantage if child labour were greatly reduced or wholly abolished.

Poor Law Divisions.

Poor Law
topography
of Liverpool.

13. The city is divided for Poor Law purposes into three divisions:—(1) The Parish of Liverpool, occupying the centre and west, bounded on the north by Boundary Street, on the east by Great Homer Street and Crown Street, on the south by Parliament Street, and on the west by the docks. (2) Toxteth Park Parish, bounded on the north by Parliament Street, on the east by Smithdown Road, on the south by a point in Aigburth, and on the west by the docks. (3) West Derby Union, which envelopes the others, and extends beyond the boundary of the city on the north, east, and south.

Poor Areas.

14. The areas principally occupied by the poorer portion of the working classes are, roughly speaking, a portion of the city lying between Netherfield Road, Shaw Street, Moss Street, Brownlow Street, Great Orford Street, St. James' Road, and the docks. This district is principally taken up by business premises, houses of the poor, and residences of tradespeople providing for them. At the south end, the district between Park Road and the docks up to Park Street on the south, and in the West Derby Union the district around Tue Brook, Old Swan, and Rice Lane, Walton, have a considerable number of very poor people. There are also, besides these, smaller districts inhabited by very poor persons.

15. The areas named occupy portions of each of the Poor Law unions.

Voluntary Charity.

Charity in
Liverpool.

16. There is a very extensive system of voluntary charitable institutions in the city, including hospitals, both general and special, district nursing institutions, free dispensaries, children's homes, sheltering, training, and reformatory institutions, homes for the aged and afflicted, funds giving annuities and grants to certain classes, and, as the principal voluntary agency for giving relief in the homes of the poor, the Liverpool Central Relief and Charity Organisation Society (or, shortly, the Central Relief Society). There is also a society for the aid of foreigners in distress and a Roman Catholic Organisation, the Society of St. Vincent de Paul.

17. The Central Relief Society receives contributions (last year, £34,289) for 125 of these institutions, comprising almost all the established secular charities of the city. I submit a list of these, giving particulars of the income and expenditure, investments, and balances for the year 1905 of 119 of these institutions, the reports of the remainder not being to hand. (Appendix No. III. (B).)

18. The totals shown in this statement are as follows:—

STATEMENT SHOWING AMOUNTS RECEIVED AND EXPENDED, AND BALANCES OF 119 OF THE PRINCIPAL LIVERPOOL CHARITABLE INSTITUTIONS.

Income from:—

	£
Subscriptions - - - - -	54,505
Donations - - - - -	84,804
Legacies - - - - -	10,573
Interest on Investments - - - - -	47,283
Payments by patients and inmates - - - - -	37,387
Earnings - - - - -	36,342
Total Income - - - - -	270,894

Expenditure on:—

(a) Capital, Buildings, etc. - - - - -	4,589
Maintenance - - - - -	236,414
Total Expenditure - - - - -	241,003

Investments:—

Made - - - - -	28,542
Realised - - - - -	6,134
Net Investments - - - - -	22,408

Balances at end of year:—

Debits - - - - -	32,862
Credits - - - - -	9,290
Difference—Excess of Debits - - - - -	23,572

(a) This includes such capital expenditure only as appears in the general accounts, and does not include special building funds.

19. A few of these institutions are situated outside Liverpool. They are, however, largely supplied by and for Liverpool people, and are therefore included. Their exclusion would not materially affect the result. Practically nearly a quarter of a million pounds is spent yearly in Liverpool on the maintenance of secular charities, exclusive of institutions having a definitely religious object or associated with a religious denomination.

Estimate of
annual expe-
diture on
Liverpool
secular
charities.

The Liverpool Central Relief Society.

20. This society was formed in the year 1863 by the amalgamation of three societies which at that time were giving relief in the same area to the same classes of persons. The immediate result of the amalgamation was to stop overlapping and imposition. At that time crises of distress frequently occurred in consequence of the detention at sea of ships—at that time largely sailing ships—by long continued east winds. As the sailing ships were gradually replaced by steamers the crises became fewer and less intense, although from other causes, such as general slackness of trade, combined with excessive or long continued severe weather, times of severe distress have arisen, notably in the winters of 1878–9, 1892–3, and 1894–5.

The Central
Relief So-
ciety: its
origin and
work.

21. I submit reports, prepared at the time, of these three periods of distress.

22. Ordinarily, the work of the society consists in relieving distress of a temporary kind in whatever way is likely to restore the distressed to self-support. Persons in distress are brought under the society's notice by ministers of religion, missionaries, nurses, school attendance officers, or private persons, or personal application is made. Careful investigation is made as to the antecedents and character of the applicants, and the prospects of self-support being resumed, and appropriate action is taken. I submit report of the society's operations for year 1904–5 for details of the work. (For copy of rules of the Society see App. No. III. (C).)

23. Recognising unavoidable want of work on the part of respectable men as a fitting ground for relief, the society in 1870 acquired workshops where a simple description of work—firewood making—is given to the men. The average wage earned is 2s. per day of seven hours. Relief at the home is given to the family when required.

District Committees on Elberfeld Lines.

The Elberfeld system in Liverpool.

24. Twenty years ago it became apparent to the committee that while a small staff of experienced official agents could do much of the work of the society in a safe and effective manner, in order to bring out the best results from work of this kind it was necessary to enlist the interest and practical help of persons with some little leisure, willing to undertake the duty of visiting a few families, entering into their circumstances, the conditions of the home and family life and the special difficulties which beset them, and, in co-operation with others of like mind, consulting as to the best course to follow and carrying out the decision come to. At that time the committee's attention was called to the organisation under which the Poor Law is administered in Elberfeld in Germany, and they set up, experimentally, three district committees composed of Voluntary Friendly Visitors, each of whom had charge of an allotted section calculated to furnish not more than five cases of distress at one time. Meantime, Mr. A. F. Hanewinkel, the society's assistant secretary, had accompanied a commission of inquiry into the system followed in Elberfeld and other German towns, and he having reported favourably, it was decided to gradually extend the system over the city. This has now been almost accomplished, the number of committees (including one in course of formation being eighteen, with a total of about 250 voluntary friendly visitors. This number the committee hope shortly to raise to at least 500.

25. Each district committee consists nominally of fifteen visitors, including chairman, vice-chairman, and hon. secretary. They usually meet monthly for the consideration of cases. Preliminary inquiry into each case is made by the society's official agent, and the reports and case papers are then handed over to the friendly visitor of the section in which the applicant resides, who visits the home, reports the case to the district committee, and takes instructions. The cost of assistance, if not specifically subscribed for the applicant by relatives, friends, employers, or benevolent persons, is met out of the general funds of the society.

26. I submit a copy of regulations for district committees (see Appendix No. III. (D.)), and a manual of instruction for friendly visitors (*for extracts from Manual, see App. No. III. (E.)*), and also a lecture on German methods of relief and their applicability to this country (*for extracts from lecture, see App. No. III. (J.)*).

Co-operation with Poor Law.

27. For many years past arrangements have existed between the three boards of guardians and the society, by which any persons applying to the guardians, who may appear to be more suitable for charitable than Poor Law help, are handed over to the society.

28. On the other hand, cases eligible for Poor Law help, usually of a chronic kind, are reported by the society to the guardians, with satisfactory results. Co-operation of a close kind exists between the respective bodies.

29. It has been stated that the society's aid is available in any form likely to prove serviceable and lead to self-support. In no way has this been so entirely realised as in the plan under which widows with children, some of whom are of working age, have been transferred to the factory districts. In all the cases dealt with the family has been unable to properly maintain itself in Liverpool, in many instances, indeed, it has been in receipt of parish relief; in every case it has been ensured self-support and ultimate comfort in its new sphere. The number of persons thus transferred in the last thirty-five years has been 2,268.

Co-operation with Local Charities.

30. It has been mentioned that the Central Relief Society receives and collects contributions to the principal secular charities. This close connection with the various institutions necessarily affords the society a very full knowledge of their work—a knowledge of primary importance in the carrying out of its own work in the amelioration of the condition of the poor.

31. An Association of Charities exists for the purpose of enabling the various institutions to take united action in matters of common interest, the Central Relief Society having the office of summoning them together as required. It would be of great advantage if a wider purpose could be given to this association and a representative Council of Charity could be established with the object of bringing about more effective co-operation between them.

32. This appears to me to be the direction in which the improved administration of voluntary charity can best be secured. Such a council might also undertake the duty of inquiring into the *bona fides* and necessity of proposed new charities, appealing for public funds. At present it is open to anyone to set up an institution, without any responsible committee to answer for its genuineness.

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Poor Law Reorganisation.

33. The organisation which has been found so effective in the administration of voluntary charity in the form of voluntary friendly visitors working in a definite district, and forming district committees for consultation, points out the direction in which the administration of the Poor Law may be improved. It cannot, I think, be seriously questioned that, considering its immense resources and field of operations, the Poor Law, as it at present exists, does not produce the good it might.

Disappointing results of the Poor Law.

34. Having for many years had an opportunity of observing the working of the Poor Law, and for several years attended the regular meetings of the relief committees of one board, I must bear testimony to the general care and attention which is given by Liverpool guardians to the difficult subject of out-relief. My observation leads me to think that whatever fault there may be is largely due to prevalent theories of the function of public relief and its proper application and limitation.

35. It is generally assumed (1) that the Poor Law should provide for the relief of the destitute only; (2) that no distinction should be made between one class of destitute and another—no advantage should be gained by the thrifty, moral, and temperate over the opposite class; (3) that in order to prevent dependence on State relief its receipt should be made as unacceptable as possible. "The State," it is said, "must be cold, hard, and mechanical in its action." The reception of State relief has been looked upon as necessarily demoralising, and the possibility of its being used in such a way as to have preventive, remedial, and ameliorative results has been largely discredited. Such a narrow view of the Poor Law needs revision. The Poor Law for good or evil occupies a large place in the social life of the nation, and it would be sound policy to so apply it as not only to relieve existing distress, but to remove the distress as far as this may be possible, by carefully ascertaining the special abilities and possibilities for self-support in each case and taking advantage of these favourable factors. Fortunately, its administration has been better than the theories regarding it, and, in several directions, improved conditions have been made a distinct aim. This is seen in the treatment of children, their separation from adults in the workhouses, the boarding-out system, and the institution of cottage homes.

Prevailing theories as to functions of the Poor Law and need for their revision.

The Poor Law generally should be made curative as in case of children.

36. Now what has taken place in regard to children may serve as an example of what may be done for other classes. The various classes should be more carefully distinguished. The unfortunate should not be confounded with the inefficient, nor these with the indolent, intemperate, and vicious, not with a view of rewarding merit and punishing demerit, but in order that each class may be appropriately treated, with a view to their restoration, if possible, to independence.

Need for better discrimination and classification in Poor Law.

37. With respect to those of defective and vicious character, it will be always necessary to make Poor Law relief distasteful. This is part of any treatment which aims at their good; it is the cold air that is necessary to brace up their character.

The Poor Law should be disagreeable, tonic, or ameliorative, according to character of applicant.

38. With regard to the inefficient, another *régime* must be adopted, with a view to remedying their deficiency of energy, or aptitude for settled work, or whatever the defect may be.

39. But in regard to those who suffer from unavoidable misfortune, the purpose of relief may with safety be ameliorative, remedial, and restorative. In short, throughout Poor Law there appears to be a need to work for an improvement in the individual family or person by measures adapted to the special character and surroundings in each case—to trust less in "deterrent" measures and more in what may be called "reconstructive" measures, applied to each case according to its circumstances.

Co-operation charity and Poor Law at Liverpool.

Transfer of cases with children to factory districts.

Co-operation with local charities in Liverpool.

Representative Council of Charities.

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Advantage of removing widows with children to factory districts.

Need for individual treatment of poor according to their needs.

Need and value of Elberfeld system.

Need of voluntary committees to co-operate with guardians.

Objection to pay stations.

Need for supervision of widows with children in receipt of relief.

Need of voluntary committees to co-operate with guardians.

40. Take the case of a widow left with five children, ages sixteen, fourteen, twelve, ten, eight. She might be allowed 3s. 6d. per week parish relief in supplementation of what she and her two eldest children might earn, and wages and allowance together in Liverpool might fail to amount to healthy subsistence. At the end of a year there would be but little change in the circumstances, yet £9 2s. would have been spent. On the other hand, send her to the factory district, having previously arranged for work to be provided, and spend £9 2s. in paying fares and providing a few articles of clothing and furniture, and if she and her family have health she will require no more Poor Law relief. In three months she will be self-supporting, and in a year in comfort, and coming over to Liverpool to tell her friends her good fortune. This has been actually realised in Liverpool: experience many times over by the co-operation of the guardians and the Central Relief Society.

41. Every family is not adapted for factory work, but it should be the duty of someone to find out, with the assistance of the family itself, what it is suited for, and try to rebuild its self dependence, so far as this is possible.

42. Now this individual treatment of the poor, discovering their capabilities and their weaknesses, and aiding or urging them in the direction of self-help, cannot be undertaken by a limited staff of relieving officers, each in charge perhaps of 300 cases and having many other duties devolving upon him, and herein is the value of the Elberfeld system of voluntary visitors, each charged with the care of a few families only. Even when self-support could not be looked for, the regular weekly visit of such a friend aiming at producing the best condition in the family could not fail to produce a beneficial effect. There are many other points besides the question of income to be considered in securing a healthy home and self-respecting family life.

43. The conditions in Germany are so different from those in England that it would probably be impossible in connection with the Poor Law to reproduce here the system exactly as it exists in Elberfeld, and, in the first instance, it might be well to endeavour to form voluntary committees, or utilise those already existing, to undertake under the guardians certain duties, with well defined limits, as, for instance, the oversight of persons receiving out-relief, such as widows with families, aged persons, and the sick and disabled. They might ultimately be entrusted with the carrying of the weekly allowance to the home, and so supersede the objectionable feature of the assemblage of persons of such mixed classes at the "pay table." In all cases they should direct their attention to the restoration of the persons to independence at the earliest possible moment, and should consult together in district committees as to the best means to this end. They should in every case report at fixed intervals to the guardians.

44. The experience of the Central Relief Society in the supervision of cases of widows with young children granted out-relief by the guardians has shown that there is a considerable number of cases in which needful advice and effective help can be given and the home conditions generally greatly improved.

45. It would seem desirable that a permissive law should be passed enabling guardians to make experiments in the direction of utilising voluntary help, under suitable restrictions, and from these experiments, after five or ten years' working, a choice might be made of such as seem to result most satisfactorily.

46. The advantages of such a system of careful supervision of the families receiving relief and the application of thought and ingenuity in trying to discover the means of furthering their self-support would include the following:—

(a) A knowledge of the actual practice of the Poor Law would, through the voluntary visitors, become widely spread, and would replace the present very general ignorance on the subject.

(b) Greater confidence would then be felt in the administration of the Poor Law, and there would be less giving to beggars, in consequence of the knowledge that there was sufficient legal provision for them.

(c) The individual cases of want would be dealt with in a way which would bring dependence to an end at the earliest possible moment.

(1) There would be more power to deal effectively with large numbers of persons in crises of distress, and in this matter also the public confidence would be established and the harm done by ill-advised public action would be avoided.

47. It is sometimes recommended that voluntary charity should be substituted for out-relief by the guardians. To my mind the principal safeguard in voluntary charity lies in the carefulness of its investigations and in its adapting its aid to the necessity of the case with the definite aim of restoring independence or adequately providing for the actual ascertained needs. If this were the practice and aim of Poor Law administration, I see no reason for thinking its effect would be less beneficial. The lack of this practice and aim constitutes a far greater obstacle in the way of good results than the fact that the money is provided from public funds.

48. Similarly in regard to the question what authority should undertake the treatment of the unemployed, it is apparent that the authority which can best take in hand this difficult problem is the one which can best bring to bear on the individual unemployed workman the helpful personal influence which will give him aim and hope, and afford such practical help as may be requisite to put him in the way of getting on his feet again and working for his own support. The Poor Law with an organisation which provided this would be better than an independent body without it and which treated the unemployed as a class for whom work and support must be found at the cost of the ratepayers without any further outlook.

49. It is probably due to the absence of a system of dealing with the individual cases in this way that the provisions of the Poor Law for taking land to set men to work and for emigrating suitable persons have fallen into disuse. These provisions re-enacted and included in the powers of Distress Committees under the Unemployed Workmen Act, 1905, are proving, so far as emigration, at all events, is concerned, to be of great service.

50. It may be asked whether it will be possible to obtain the services of a sufficient number of ladies and gentlemen willing to take the necessary trouble and undergo the needful sacrifice to enable them to carry out the work of a voluntary friendly visitor in connection with the Poor Law satisfactorily.

51. It may throw some light upon this matter if I mention that, with a view to obtain information of the work of relieving the poor in their own homes and apart from institutional relief as carried out in this country, my committee took the liberty in February last of addressing a circular letter asking for particulars of their objects, methods, and organisation to all the charity organisation and other kindred societies in the list prepared by the London Charity Organisation Society. One of the items on which light was sought was how far voluntary visitors were made use of. Of the sixty-two societies who have made returns, thirty-two make use of voluntary help (apart from the executive of the society) in dealing with their cases. In many instances this help is limited to acting as an almoner, and seems to be intended to interest persons in their poorer brethren rather than as an efficient means of carrying out the work. Still the voluntary help is there, and may easily be extended and brought to a working system.

52. In many large cities the use of volunteers is an integral and very important part of the organisation, and in others, where the plan has not been definitely adopted, there is evidently a disposition to progress in that direction.

53. There is considerable diversity in the status of the voluntary visitors and the duties assigned to them. The following may serve as examples.

54. In the London Charity Organisation Society there are thirty-nine district committees, each occupying an area equal to a large town. Each committee has an hon. secretary and frequently a paid secretary and inquiry agent. The committees are composed of ladies and gentlemen, some of whom attend as advisers only, while others undertake such practical work in the treatment of cases or in office work as may be assigned to them. A point is made of the volunteers being first trained under the instruction of the regular office staff, after which they may have any branch of work allotted to them.

The superiority of charity over out-relief and reasons therefor.

Advantage and disadvantages of the Poor Law dealing with the unemployed.

Value of emigration and other work of Distress Committee.

The extension and the use of voluntary visitors or helpers acting in co-operation with the Charity Organisation Society and other kindred societies in the United Kingdom.

The extent and the supply of voluntary visitors or helpers acting in co-operation with the Charity Organisation Society and other kindred societies in the United Kingdom.

55. The *Liverpool* system, in connection with the Central Relief Society, has been fully described in this statement.

56. In the *Glasgow* Charity Organisation Society, the city is divided into districts, each in charge of a committee, with hon. secretary, paid agent, and voluntary workers—the latter do not appear as a rule to be members of the committees, who are advisory only. Investigations are made by the agents, and the voluntary visitors follow up their work as almoners, being responsible to the district committees.

57. In *Edinburgh* the Charity Organisation Society has been reconstructed and greatly extended in the direction, *inter alia*, of using voluntary visitors.

58. In the *Birkenhead* Charity Organisation Society the *Liverpool* system has recently been adopted, and fifty-four visitors now act in four district committees.

59. In the *Aberdeen* Association for Improving the Condition of the Poor, thirty ladies and ninety gentlemen act as voluntary visitors working in district committees. They share with the official staff the duties of receiving and investigating applications, visiting the homes, and carrying out the plan of relief decided upon.

60. The *Bristol* Charity Organisation Society has recently reorganised and has three district committees, on each of which are voluntary visitors, acting under a referee, who reports cases needing help to the general committee, the friendly visitors following up cases decided by the general committee.

61. The *Colchester* Charity Organisation Society has organised ten district committees with a lady president to each, who may, if she desired, associate voluntary helpers with her to act as almoners and advisers, and some do so.

62. The most recent development, however, is what is called the City Guild of Help, of which Bradford may be taken as an example.

63. In *Bradford* the chief aim of the guild is to secure personal sympathy, interest, and, if need be, material help for every family or person who is from any cause in need of help or advice. The desire is to provide a friend for each case. Accordingly in a population of 283,000, voluntary visitors to the number of 205 gentlemen and 250 ladies have been provided. Probably these will suffice to ensure that no one will be burdened with more than one case. It is not contemplated to have any fund for relief except a loan fund, but it is hoped that relief will be obtained, as required, from benevolent persons or from other charities, including the Charity Organisation Society, which carries on independent work.

64. I have very little doubt that if the guardians were authorised to avail of voluntary help in their work, and appealed for such help from the local organisations undertaking the assistance of the poor in their own homes, a sufficient body of voluntary aid could be secured. The guardians might provide office accommodation and give a subsidy towards the working expenses of the organisation which undertook these duties for them.

65. It must be borne in mind, however, that the best results are not to be secured merely by the passing of good laws and the setting up of organisation. It is not mere mechanical action that is required.

66. In regard to many of our institutions, both Poor Law and charitable, which attempt to deal with the delicate question of assisting people who fall into distress, the chief cause of failure appears to be that laws and regulations are passed with the very best intent and adapted to the circumstances, but they are expected to work automatically. All experience shows that if men and women are to be recovered after they have fallen into a distressed condition it can only be done by patient application of tried methods of help, and that special attention should be given to the antecedents and capabilities of each individual who may be dealt with.

67. Everything will depend on the spirit in which this work is undertaken by the guardians, the official staff, and the voluntary helpers. We have not yet fully realised the economic value of kindness and sympathy towards those who have failed in life, and of hopefulness aroused in those whom misfortune has crushed.

37106. (Chairman.) The organisation of which you have been for thirty-five years secretary, is known as the *Liverpool Central Relief and Charity Organisation Society*, I understand?—That is so.

37107. You are also a member, I think, of the *Liverpool Distress Committee*?—Yes.

37108. I understand that the *Liverpool Central Relief and Charity Organisation Society* receives and transmits contributions for a good many of the charitable institutions in *Liverpool*?—That is so.

37109. Why are subscriptions sent to the society instead of directly to the institutions?—The arrangement was organised some years ago with a view to facilitating the payment of subscriptions to these institutions. The arrangement was made entirely on that account.

37110. I suppose you simply facilitate the transmission of contributions to these different institutions?—Yes. (For further particulars as to the *Liverpool system of collecting charitable subscriptions*, see App. No. III. (F).)

37111. According to your statement, there is about a quarter of a million annually spent in *Liverpool* in support of the secular charities and, therefore, independently of the religious charities?—That is so.

37112. Is your institution in touch with the guardians?—We are in touch with all the three boards of guardians dealing with the City of *Liverpool*. In the case of one, the parish of *Liverpool*, one of our officers is in attendance upon each of the relief committees, and in the case of the other two boards of guardians, we have an understanding with them that they should send on any cases which seem more proper for charity to deal with than the Poor Law.

37113. Does your officer always attend the meetings of the parish of *Liverpool*?—Yes, he does, unless there are no cases for us. If there are no cases coming before them that are likely to be suitable for us, he does not attend. In point of fact, I suppose he attends five out of six meetings.

37114. He was not there the other day when we were present?—He was not. I am aware of that, and I am extremely sorry. I have inquired into that, and I find that he had received a notification the night before that there would be no cases for us.

37115. We have had evidence from Poor Law guardians or officials in *Liverpool* and the adjoining unions as to the scale of outdoor relief, and we are told that it is very low, the justification for that low scale being that it is supplemented by charity. Were you aware of that plea?—I was not aware of that plea, and of course it does not apply to the Central Relief Society, I mean that the charity referred to as supplementing the Poor Law relief is not the charity of the Central Relief Society.

37116. Would it be charity which is afforded by the other organisations which you have enumerated in your statement?—It is not likely to be that; it is more likely to be occasional alms giving.

37117. Or religious charity perhaps?—It might be that it comes from some of the religious bodies.

37118. According to the evidence it seemed to be almost an accepted principle that the scale is low because it is supposed to be supplemented by charity?—I was not aware of that, and I have not heard it stated so.

37119. But you are aware that the scale is low, I suppose?—I am aware that the scale is low.

37120. Would you like to get charity in closer communication with Poor Law relief than it is at present?—That would be desirable.

37121. It seems to me that there are two methods by which that might be done. One is that there should be a charity committee associated say with outdoor relief on which there should be representatives of the different charitable bodies; and there is the other system which you seem rather to favour, the system, namely, which exists in *Elberfeld*, where there should be voluntary committees who should undertake, under the guardians, certain duties within well-defined limits. The latter is rather your idea, is it not?—That is my idea.

37122. Assuming as I think we all will agree, that it is desirable there should be this closer inter-communication, is there not this essential difference between what you propose, and the *Elberfeld* system, that in the *Elberfeld* system there is one common fund from which they

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Functions of *Liverpool Central Relief Society*: the central collection of subscriptions for charitable purposes.

Co-operation of Central Relief Society with guardians.

Inadequate relief and question of its supplementation by charity.

Desirability and difficulty of applying the *Elberfeld* system to England.

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draw, and here you would have two funds, the Poor Law fund and the charitable fund?—Yes, there is that difference.

37123. Is that not rather a vital difference?—The Poor Law fund is so much the larger fund that it is not a difference of such importance as it would appear to be at first sight. Taking Liverpool, for instance, the voluntary fund there is comparatively small. When we speak of a quarter of a million we speak of the hospitals and of the large asylums, and so on.

37124. And that figure includes the cost of maintenance?—Yes.

37125. I was thinking of the administrative difficulties. In Germany, as I understand it, you have paid officials at the top?—Yes.

37126. And then you have voluntary organisations below them, working?—You have a system of voluntary assistants, as we may call them, almoners, working in district committees. They are practically official or semi-official visitors.

Voluntary
visiting of
widows with
families
receiving
relief in
Liverpool.

37127. Here you have, so to say, the voluntary element, that is, the people who offer themselves for election, at the head, and paid officials underneath. Would it be possible to associate with these paid officials the voluntary element?—I think so. We are trying in Liverpool something of this kind. We already have a system of voluntary friendly visitors working in connection with the Central Relief Society; we have some 250 of those. Now we have approached the boards of guardians, and we have asked them to give us a list of the widows with families receiving parish relief and we have undertaken to visit them. It has been done, I am bound to say, very imperfectly up to the present, but, so far as it has been done it has given very satisfactory results. I am certainly of opinion that that might be very greatly extended, and that these voluntary visitors might be distinctly placed in contact with the Poor Law organisation and be, say, semi-official visitors.

37128. Do you think that these visitors might take the weekly allowance?—They could even take the weekly allowance, and that would save gathering all the recipients together. That would be a great advantage.

The removal
of widows
with children
to factory
districts.

37129. You mention in Paragraph 29 of your statement that you have been successful in getting widows and children removed from Liverpool to places where they are more likely to get work, and that a very considerable number of those have been so removed. Were any of them paupers?—I have not got the proportions, but a considerable number were in receipt of parish relief.

37130. The Charity Organisation Society, I suppose, paid for their journey?—The society paid their railway fares to the place of destination.

37131. And as far as you know the great mass of those so transferred have done well since?—They have done well since. I have personally visited some of them in one or two places to see how they are doing, and have found that they are doing well.

37132. I think that, in one of your paragraphs, looking at the practice simply from an economical point of view, you illustrate how much more advantageous such an expenditure of money is than if it had gone in out-relief, because if it had gone in out-relief the cases would have remained in the city in the same condition as before, whereas the money spent in this way, which amounted to less than the out-relief probably, has been made use of in transferring them to a place where they have been able to maintain themselves?—Yes, I could give you examples, if you thought it well to hear them, of cases which have been removed within the last six months.

Need for
development
of system of
voluntary
visitors.

37133. Taking this work as a class of work which legitimately falls under the category of organised charity, then the only question is, in what way can the work be best done and what would be the most effective combination?—Yes, that is so.

37134. You think that the voluntary assistance could be co-ordinated, so to say, with the work of the relieving officers?—I think some effort should be made to do it. What form it might ultimately take I cannot say, as I have not definitely worked it out; but I think some effort should be made to bring that about.

37135. If it were done, I think there would have to be a transfer as regards certain duties. You could not well have two persons belonging to different organisations visiting the same person and reporting on him, could you?—No; it would be desirable to avoid that.

37136. But, subject to that, you think that the idea you have sketched out can be a great deal more developed?—Decidedly.

37137. In your statement you give a number of illustrations of the different methods or systems which have been adopted by charity organisations in different parts of England. The most recent development, you think, is that which has taken place in Bradford by the formation of the City Guild of Help?—Yes.

37138. That is very much on the lines you are suggesting, is it not?—It is very much on the same lines, except that they have not at present the relations with the Poor Law which I think might be brought about.

37139. Do they work quite independently?—They work at present independently of the Poor Law.

37140. There is a similar guild at Bolton, is there not?—I think so.

37141. But you have no personal knowledge of it?—No, I have not, and I cannot be sure about it.

37142. As regards the Poor Law generally, I gather that you are in favour of a further classification so as to enable a distinctive treatment to be given to different classes?—Yes. I think anything that we can do in the direction of classification would be an advantage.

37143. That carries with it, does it not, the same idea as your other suggestions, namely, that what is wanted is more personal knowledge of the individuals?—Yes; we want a more definite knowledge, together with a more definite aim to restore them to self-support.

37144. I assume you would contend that it would be impossible to get that personal knowledge of the individual simply through paid official agents, as it would involve an amount of work which would be beyond the numbers that it is possible so to employ?—I think so. In Elberfeld, for instance, there are close upon 600, in a population of about 163,000.

37145. I forget the number of workers you have in Liverpool?—We have 250, but we are endeavouring to extend the number to 500.

37146. The earlier part of your statement deals with casual labour in Liverpool; and we have already received evidence a great deal of evidence much to the same effect. Is there any organised labour or factory labour in Liverpool?—There are no textile industries in Liverpool, but there are factories of a smaller kind such as I have referred to in my statement.

37147. There is no field for comparison between, say, the savings of those who have been employed in casual labour and the savings of those who have been employed in organised industries, is there?—I hardly think so. We could hardly compare Liverpool with any of the Lancashire factory towns, for instance, where the work and wages are more regular.

37148. Have you any knowledge of what the savings of the working classes in Liverpool are as compared, say, with their savings in a town of somewhat similar dimensions where there is organised industry?—I am sorry that I have not directed my attention to that point. We have a District Provident Society which collects the savings of the poor, and we have also a large system of penny banks.

37149. Have those penny banks answered?—Yes. Progress of These penny banks are scattered about in the elementary penny bank and schools and in the Christian missions.

37150. Are the deposits increasing, do you know?—I think they are.

37151. Are they increasing relatively to the population?—It did not occur to me to prepare myself on this particular point, but it will be quite easy for me to obtain the information for the Commission.

37152. I think it would be interesting if you could give it to us, because it seems that one of the indirect evil results of this casual labour is that it tends to discourage thrift?—That is so undoubtedly. We can easily get the information about the penny banks and the district

provident societies and send it to you. (See Appendix No. III. (G.).) Then there are the friendly societies which you will find in the Registrar's list.

Failure of the co-operative movement in Liverpool. 37153. (Mr. Gardiner.) The co-operative movement has failed in Liverpool, I think, and you have no successful store there?—We have no co-operative store of any consequence.

Need for a curative Poor Law. 37154. (Mr. Booth.) With regard to the co-operation of voluntary work with that of the Poor Law, is there not this difficulty that the aim of the voluntary societies is actually to prevent pauperism, and that to co-operate with the Poor Law would be to extend the sphere of pauperism?—My idea is that the Poor Law should take up that point of view as well as charity, that is, that when a case comes definitely under the operation of the Poor Law Guardians they should address themselves to restoring the person to self-support in precisely the same way as well-organised charity does. Take the case of a widow with a family fit to be sent to the factories; there is really no reason why the Poor Law should not send them.

37155. Would it not be apt to be treated or considered in the same way as pauperisation if it was the effort of the same body?—I do not see why it should. At all events, the direct advantages of doing it would be very great.

37156. Is it not possible to get co-operation by divergent action, if I may say so, that is to say, that voluntary effort should be concerted in order to take away from the action of the Poor Law cases which need not be treated under the Poor Law?—That is the plan we are going upon at present.

37157. You think more definite results would come by the direct action of the Poor Law in what may be called the charitable sphere?—I do think so. I think that if the attention of boards of guardians were more largely given to the question how a person could be restored to self-support than it is at present, good would follow from that action.

37158. And some voluntary organisation under their supervision could be devised?—Yes; some voluntary organisation which would enable them to carry that out.

Transfer of widows with children to manufacturing districts. 37159. With regard to the success that has been achieved in moving widows and children to the manufacturing districts where work was available for them, that, I suppose, has been partly due to the fact that such work in the manufacturing districts has been very active recently?—That is so. There is at the present time a very great demand for labour, and we could place more families in the manufacturing districts than we can possibly find in Liverpool willing to go.

37160. Do you suppose that if families were sent from further afield they would be equally successful, or is the fact that they are all Lancashire together some assistance in enabling them to settle down in their new conditions?—I am quite certain that employers would welcome as hands suitable families coming from any direction.

37161. I do not doubt that, but the point I have in my mind is whether the families would settle down happily if they came from an altogether different county, that is, whether they would get on comfortably with their neighbours?—That is a more difficult question to answer.

37162. At any rate it has been perfectly successful under the present conditions?—That is so. Perhaps I might just give an illustration of the sort of work we are doing. Here, for instance, is a woman, S. O., a widow with three children, whose respective ages are sixteen, fourteen and twelve. She was earning, with the older children, 10s. per week, and she had 3s. per week in parish relief. We have sent her up the country and the family is now earning £1 2s.; they have no parish relief, and they are quite comfortable. Here is another case in which there were six children. In this case there was a crippled father, and the father was practically only able to earn, I suppose, a few shillings. The whole family of six children and the father were supposed to be only earning 15s. per week in Liverpool. We sent them away to a factory six weeks ago, and they are now earning £2 16s. per week. I have that on the testimony of the employer himself.

37163. Was the expense of the removal charged to the rates?—No. In that case we paid for the cost of the removal.

37164. By "we" do you mean your society?—Yes, our society did that. Boards of guardians do not assist us out of the rates in regard to the cost of travelling. They are precluded from doing so; they cannot pay railway fares in these cases.

37165. Would you, in connection with your wish that the guardians should do this kind of thing, suggest that they should pay the railway fares and charge them to the rates?—Yes, they should have the power to do so.

37166. (Chairman.) Does the Charity Organisation Society give any pensions in Liverpool?—We have a limited number of very decent people that we have come across in the ordinary course of our visitation, and we have organised what may be called pensions for them, or weekly allowances. We call it extended relief.

37167. How do you get the funds for those pensions?—We apply, first of all, to their own relatives and then to employers and to anyone that we know to be interested in them. Then we add to that ourselves a sufficient amount.

37168. Do you think there are many more people to whom you could legitimately give pensions if you had the funds?—I have no doubt that is the case, but we have none before us. We have been able to deal with all that have come before us up to the present time.

37169. (Mr. Nunn.) I believe that in collecting subscriptions for the various charities of Liverpool you generally have a certain surplus of unallotted subscriptions; is that so?—Yes.

37170. May I ask how they are dealt with?—We appoint a sub-committee of our own committee, and that sub-committee has before it a statement similar to the one I have presented of the income and expenditure of the charities, and upon the immediate financial position of the charities the surplus is apportioned.

37171. Do you consider only their financial position or do you consider their scheme and how far they are carrying it out successfully?—We consider their financial position. Our committee exercise a discretion as to the charities placed upon the list in the first instance, and they only place upon the list those in which they have confidence.

37172. Is there much competition amongst the charities to be placed upon your list?—Practically we have most of the established charities upon the list.

37173. What is the amount of the unallotted fund that you have to deal with?—Generally it is something like £300. It was £355 in 1905.

37174. No attempt is made to increase that amount, I suppose?—No; beyond referring to it in the circular that we issue each New Year. We issue about 12,000 copies of our circular and we set out the objects of this fund in it; but beyond that we do not attempt to increase the amount. But in fact that was not the original purpose with which we started. We only intended to facilitate the payment of subscriptions already promised.

37175. Seeing it in your list, and seeing that there is a unallotted fund for subscriptions the inference is obvious, of course, that that might be used in a selective way for favouring certain charities and rather discouraging others, according to the goodness of their scheme and the excellence of their methods?—We simply confine our attention to their financial position. The charities are supposed to be approved before they go upon our list at all. I may say that of course we do not go outside the list in allotting this fund.

37176. So that to get on your list some special qualification is necessary in a charity?—Yes. They must be carrying on a *bona fide* charitable work; they must have a responsible committee of management, they must publish a yearly report, and they must have a subscription list of not less than £50.

37177. Is there any condition as to an audit?—There is no condition as to audit; in point of fact the responsible committee covers that.

37178. Have you ever refused to put a charity upon your list?—Yes.

37179. On the ground that it does not fulfil your conditions?—Yes.

Mr. W. Grisewood.

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Proposed power to guardians to pay travelling expenses of persons in search of work. Charity Organisation Society pensions in Liverpool and extent to which they cover the ground.

Principles upon which charitable subscriptions allocated by Liverpool Central Relief Society.

Mr. W. Grisewood. 37180. Does that often happen, may I ask?—Not very often, because the conditions are pretty well known, and we are not applied to by undesirable charities.

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37181. Would you be in favour of some perhaps more centralised scheme for the registration of charities?—I would, so long as it was any possible scheme. I think it would be desirable. For instance, we have ourselves made certain suggestions as to a council of charity; I have mentioned that in my statement.

Proposed supervision and inspection of voluntary charities.

37182. Would you be in favour of anything as stringent as, for instance, the conditions which are exercised by the Charity Commissioners being extended to charities that are not endowed, but are supported by voluntary subscriptions?—Yes; I do not see any objection to that. You mean, I take it, to the extent of having a statement of accounts and of there being possibilities of inspection?

37183. That there should be a definite scheme drawn up, and that it should be ascertained whether the society *bona fide* carries out that scheme by definite methods which could be made public, and that it should publish its accounts and have them properly audited?—I should see no objection to that.

37184. I suppose you would consider that your council of charity should assist any centralised body in carrying out its work?—Yes. We have not got such a council established yet, I am sorry to say; but were such a council established, I think it would probably tend in that direction.

Possibility of establishing a local representative charitable committee, and experience at Liverpool.

37185. I want to know whether you think it is at all possible to establish such a council, which would be really representative of all the *bona fide* charities and other agencies in the district, without the intervention of the State; or whether, to produce such uniformity, the State must needs step in?—I am sorry to say it would be extremely difficult for me to give anything like a well-founded opinion about that. Up to the present, as I say, we have not been able to establish this council of charity.

37186. I understood it was actually in existence?—No, it is not actually in existence; this is only a suggestion.

37187. Has not the Central Relief Society the power of summoning a council together?—That is a smaller association of charities that we have, which embraces about thirty charities. We have the duty of summoning them together when there is any matter of common interest.

37188. I see, it is a purely deliberative council, is it?—And consultative. We come to decisions. For instance, on this question of the rating of hospitals we summoned the hospitals to consider it.

37189. Do they come willingly?—Yes. Then there was a question of a legacy which was left, in difficult circumstances; we summoned a large number of charities together upon that. Those are matters of common interest to them.

37190. But as a council they have no regular and continuous influence upon charitable work?—No, they have not.

37191. Do you think it would assist such a council if its organising expenses were paid by the State?—I do not know how that would act.

37192. And if it had some statutory rank?—I should think so; though, so far, the question of expense hardly seems to have entered into the matter. We have never pushed this matter from the Central Relief Society; we have simply put it forward as a suggestion, but it does not appear to have been taken much notice of up to the present.

37193. Do you think such a council would appeal more strongly to the right kind of men if it were regarded as a civic duty to belong to it, even if it were merely one of the charities of the city, though perhaps the most important one?—Yes, I do.

37194. You think that would be its effect?—Yes.

37195. Do you consider that a council of charity ought to undertake remedial action in regard to the condition of the poor; for instance, that it should appoint executive committees to carry out improvements in the condition of the poor?—Our proposal is that the different

classes of charities should be divided, and that there should be sub-committees representative of each special class.

37196. That is to say, groups of cognate charities or agencies?—Yes. The medical charities for instance, and childrens' charities, and so on, might have their sub-committees. These sub-committees should take action with the view to make the work of that particular class more effective. That, I take it, is what is in your mind.

37197. Yes; but at the same time, as you are aiming at this, you are aiming at giving almost precisely the same functions to the Poor Law, are you not? You are suggesting in your statement that the guardians should have very much more extended powers than merely relieving immediate distress, and that they should take up a great deal of remedial and possibly preventive work?—Yes. At the same time I do not contemplate, at all events for the time being, or perhaps for many years to come, that voluntary charities will cease to do their work. I assume rather, that when a man comes before the board of guardians or when a family comes before the board of guardians, and is in need of relief, the board of guardians will consider what are really the circumstances that have brought that man or that family to them for relief, and what would be the best remedy. It may prove that the best remedy will be supplied by some charitable organisation, and then I do not see any reason why the guardians should not ask that charitable organisation if they will take over this case, and if they will deal with it effectually. Then I should consider that our object would be served. You may have an emigration society, for instance. On the other hand, if there is no existing organisation to carry out the work, then there is no reason I should say, why the guardians should not do it themselves if it is a good work to do.

Need of a curative Poor Law.

37198. That is the position in the present day. Now I want to ask you which you would prefer. Would you prefer a really effective organisation which would go before the guardians and prevent persons falling into pauperism, taking up all cases and dealing with all cases that seemed to be hopeful, dealing with them in a remedial and preventive manner; or would you have the guardians undertake those functions?—I would decidedly try to prevent those people coming before the guardians at all, if it were possible; but I am assuming that in a great many cases it might not be possible.

Possible use of co-ordinated charity as a preventive of pauperism.

37199. It is not possible at the present time, of course?—Undoubtedly. If it could be brought about that they need not go to the guardians at all, it would be still better.

37200. You would rather believe, then, in a representative Statutory Council of the charities of a big city like yours, which would go before the guardians and prevent, by some sifting process, a poor person falling into the hands of the Poor Law?—If that were possible.

37201. And you would do that by dealing with him by remedial and preventive measures?—If it were possible.

37202. I am thinking of the future?—Yes, I understand. If it were not possible, I am proposing that the guardians should have those powers.

37203. (Mr. Lansbury.) Do you think that there are enough charitable funds to deal with the mass of pauperism that you have in Liverpool?—At present undoubtedly there is not; I mean to say, if you are referring to the out-door pauperism.

Feasibility of substituting charity for out-relief in Liverpool.

37204. I am referring to both the out-door and the in-door pauperism?—I have made a little calculation upon that point. So far as I can see (but I have not got the actual returns), the out-door relief of Liverpool will amount to a sum of between £40,000 and £50,000. That is considerably in excess of anything that is subscribed to charity for similar work, but it falls far short of what is subscribed for hospitals, asylums, and so on.

37205. Therefore if a Statutory Committee, such as you suggested, were set up, someone would have to find a pretty considerable sum of money to enable it to take the place of the Poor Law?—So far as concerns the granting of assistance in people's own homes, it would be so. I understand, however, that the idea that the previous Commissioner suggested extended to other charities besides that, and was not confined to merely giving out-door assistance in the people's own homes.

37206. As I understand it, the proposal is to have an organisation by which you will prevent people being obliged to have recourse to the Poor Law at all. Mr. Nunn qualifies that by saying, "in hopeful cases." I am only wanting to find out whether, in your judgment, the citizens of Liverpool would voluntarily subscribe the money to carry out such work if out-door relief were abolished?—It would be a large demand; but there are cases in which it has been done, of course.

37207. Yes, individual cases?—Individual cases. It would be a very large demand to make upon the charitable public. I should think that the out-door assistance granted through the organised charities does not exceed £8,000 or £10,000, if it is so much; and that would mean that something like £40,000 would have to be provided, 'hat is, unless the guardians are giving away far more money than they need to.

Question of adequacy of out-relief and class of persons receiving it at Liverpool.

37208. That is the next point I wanted to ask you about. Have you any experience of the methods by which out-door relief is granted in Liverpool?—For some years I attended the relief committees myself, under the arrangement that I have explained, and I heard each new case that was brought forward. I must say that at that time—I am referring back to some twenty-five years ago—my judgment went with the committee's in the large majority of cases. They would be quite exceptions that I did not entirely approve of the decision that was come to under all the circumstances that were detailed before the guardians. But then I cannot help but also know that there are a great many facts which do not come to the knowledge of the guardians.

37209. Have you any recent experience?—My recent experience is derived from just my own observation of the work of the guardians as it comes under my notice, and also from what my colleagues learn in their attendance at the boards of guardians.

37210. Can you tell us what the result of that is?—I cannot say that I could give you a very definite idea. I would not like to speak definitely upon that point.

37211. You could not tell us whether the out-door relief is being given to a large number of undeserving people, or not then?—I should not like to commit myself to a general statement of that kind. But may I just mention one fact that may bear upon it? In connection with endeavouring to get families to go to the factories we wrote to the various boards of guardians, and the parish of Liverpool supplied us with a list of twenty-six cases of widows with families. I glanced down that list. Whilst some of them had children that were too young to be self-supporting in the factories, about fifteen cases appeared to me to be such as we could find work for. We visited the whole of those fifteen cases, and we found there was only one that was suitable and willing to go to the factories. There were ten of the fifteen who were totally unwilling to go and totally unwilling to entertain the matter at all—and there were four who were unsuitable—as they had not a good record. One does not like to prejudge those cases, but it appears to me that when we have to deal with persons who, when the opportunity of employment is offered to them are not willing to accept it, we certainly ought to very seriously consider whether Poor Law relief should be given. Of course I am speaking very broadly in saying that, because there may be circumstances in connection with a number of those families which would explain their unwillingness to go.

37212. Could you give us the whole history and the whole details of those ten cases—I do not mean now because it might take too long this afternoon to do it; but could we have it sent up to us?—I could do so no doubt in a form that would give you a clear idea. (Particulars subsequently sent. See App. No. III. (H.)) Let me say this, however, that if a person says, "I am unwilling to go," or "My family are unwilling to go," then it is no use our entering further into their circumstances and, as a matter of fact, we do not. We take that as their answer to us.

37213. So that you could not give us very definite information as to the families?—Not as to the whole of what might be considered the justification for their not going.

37214. Might it not be that in some of those cases the guardians were not giving sufficient relief to keep the family entirely—I should think they very seldom did—but that friends, uncles or aunts or other people, might

be assisting, and altogether it might be more desirable for the family to keep together?—That is so, but even then it would seem to be more desirable that they should go to a place where they could be self-supporting. Take the cases that I named before; I just happen to have one case upon my list where they were receiving 3s. in parish relief.

37215. What would be the age of the woman there?—The eldest child was sixteen, so the woman might be forty years of age.

37216. How many other children would there be?—There were three, sixteen, fourteen, and twelve being their ages.

37217. She was getting what?—They were earning about 10s. a week.

37218. What relief were they getting, do you say?—They were getting 3s. parish relief. They are now earning 22s. a week.

37219. They have gone away to the factories?—Yes.

37220. The child of sixteen has gone to work I understand?—The two eldest children of sixteen and fourteen will be working full time, and the third one, the young one, will be working half-time.

37221. That is what struck me. In paragraph 12 you say, "It would further be a distinct advantage if child labour were greatly reduced or wholly abolished." I do not think you can have it both ways?—Yes, I admit it seems a little inconsistent. But at the same time here are families who are dependent upon parish relief, and we have opportunities of sending them off to the factories. We send them off and they become self-supporting. I would, of course, rather see a system in which there were no half-timers.

37222. You do not think it is a good thing that a child twelve years of age should go to work in a mill, do you?—Upon the whole I would rather no child under fourteen went to work, but in the meantime under the existing arrangements we are able to put a family into a position where it is quite self-supporting and independent of parish relief.

37223. At the cost of these two children, as a matter of fact, of twelve and fourteen?—I would prefer that it were not so.

37224. That is really the manner in which it has been done. Do you say that they are earning 22s.?—They are earning 22s. per week.

37225. Could you tell us the earnings of them individually?—No, I am sorry I cannot.

37226. Because that is a very low wage in a cotton mill if the mother is working. How does that square with your proposal that the Poor Law should be a remedial agency?—In what way?

37227. Would you consider that it was remedial to put the burden of supporting the mother on children twelve, fourteen and sixteen years of age?—I have already said that I would be glad to see another system pursued; but in the meantime we are availing ourselves of arrangements that are sanctioned by law and which many of the people themselves desire. I do not justify it.

37228. (Mr. Nunn.) There are just two points I should like to put to you on that. Supposing the Poor Law disbursed £50,000 in outdoor relief, do you consider that a system of personal charity by a regular method of inquiry into cases which might indicate personal methods of treatment instead of financial methods of treatment, would require so much?—I think very likely the amount would be reduced; in all probability it would.

37229. In such a system I suppose there would be a registration of relief so that all those who were concerned in the administration of charitable relief would know what other sources of assistance the applicant had, which the Poor Law generally now does not know?—That is so.

37230. That would also tend further to reduce it, would it not?—Yes.

37231. (Mr. Lansbury.) Would you say that the Poor Law generally does not know what means the applicants have?—I would not say that generally the Poor Law does not know, but I do say that boards of guardians do not seem to follow out lines of inquiry which it is very desirable should be followed out.

Mr. W. Grisewood.

21 Jan. 1907.

Transfer to factory districts of widows with children and question of juvenile labour.

Feasibility of substituting charity for out-relief in Liverpool.

Comparison of investigation of cases by Guardians and charities.

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37232. Do you think that the people who give away charity do that?—In the case of the organised charities, such as that I represent, for instance, we always do.

37233. Do you think their inquiries are very much more thorough than those of the relieving officers?—Yes; and they have a definite aim about them.

37234. What is the definite aim?—The definite aim is to ascertain in what way we can place them again in a position of self-support.

37235. Would you not want to know the means and character of the person?—Yes, that is so.

37236. And you think that as a rule boards of guardians do not attempt to find that out?—As a rule I do not think they do. They do make certain inquiries, of course, but I do not think they go so thoroughly into it as they might do. There is a lack also of supervision.

Need and
prospect of
organisation
of casual
labour at
Liverpool.

37237. With regard to dock labour, do you think private charity could deal with the large number of men unemployed at the docks? You say when trade was fairly good, so far as the docks were concerned, there were 2,013 unemployed on the stands, and that the total throughout the docks must have largely exceeded that number. Do you think private charity can deal with that kind of business?—In the way of giving relief?

37238. In the way of doing anything effective?—No, I look to an entirely different arrangement in regard to dock labour to relieve the situation as regards that. I look to a better organisation of labour itself, quite apart from charity or Poor Law action at all.

37239. Do you think that the Dock Board at Liverpool and the shipowners will set up a better method for organising their labour?—We are hoping so, but not so much as regards the Dock Board because it does not fall so much into their hands.

37240. The shipowners then?—Yes, we are hoping that the stevedores and the shipowners will do it.

37241. You have a large number of men now on your hands—I mean that might come into the Poor Law to-morrow, and the effect of that, therefore, would be to leave you with a large number of men outside that organisation?—That is so.

Migration
and emigra-
tion as
remedies for
unemploy-
ment.

37242. How would you propose to deal with those?—I should propose to deal with them largely by way of emigration. That, it appears to me, is the best outlet, unless we should find in the meantime that there were openings in this country. My idea is that we should first put ourselves into a position to find out where there were openings in this country.

37243. Do you think that there are openings in this country, and that there are people in England wanting labour by the thousand? This is only Liverpool you are speaking of, but the conditions are similar in most of the ports?—Yes, of course they are.

37244. Do you really think there is a shortage of labour in England?—No, I would not say that. My only idea is that so far as there are openings in England, we should utilise those openings, but I still think that in all probability it would be found that there is an excess of labour over anything like the ordinary demand, which would have to be emigrated.

37245. Do you think the only way of dealing with it is by emigration?—That is the only way that I can see.

37246. You are aware of course that the Colonial Governments will only take those who are physically, mentally, and morally sound; or, at any rate, who have been certified as such?—Yes.

37247. So that you will get rid of the best of these men, and leave on your hands the worst?—That does not appear to me to be a matter that need lead us to hesitate to send men away. We must send men away who are able to undertake the work in a new country. It appears to me that if we have an excess of labour, whether we send away the men, who are actually in excess or not, whether they are the men who form the apparent surplus or not—that if we send away an equal number of men, no matter who they are, we shall make openings for the remainder.

37248. They will make openings?—Assuming that 2,000 men are the surplus at the docks, and assuming that we should have any good reason for thinking that that

fairly represented the surplus in Liverpool, then un- Migration
questionably if we could send away 2,000 men from and emigra-
Liverpool, no matter who they are, we should make room tion as
for those other 2,000. remedies for
unemploy-
ment.

37249. Unless better men came in from the country?—Then we would still do good.

37250. You would still go on emigrating?—We would still go on, because we should be improving the condition in the country generally.

37251. You would be lowering the status of workmen, surely, if you continued to send out the best?—Not necessarily. It is more than likely that a great many of these men, whatever their status is, have been made worse by their irregular work, and if we can give them regular work I have no doubt that will greatly improve their status.

37252. Have we any evidence to show that when you have ladled one lot of men out of the whirlpool there, with your supposed better method of organisation and emigration combined, you have cleared it all out and simply have got the number of men that you actually want to do the work? Is there any evidence to show that improved methods either in carrying or in loading or in connection with machinery of all kinds, will not come along and create the same condition of things again?—That is a point, of course.

37253. (Mrs. Webb.) Would you contemplate making a minimum period of employment obligatory on the dock companies, so as to prevent them employing casual labour?—We did not so much contemplate that. We rather contemplated that the different employing companies should put as many men as possible on to their permanent staff, that is, should engage them by the week. Question of compulsory minimum period of employment for dock labour.

37254. And in that way you would get a minimum period of employment?—We would get a minimum for the permanent men. Then we contemplated that there would be another number of men who could be sent from one employer to another, and in that way they could get a full week, although no one employer could give them a full week. In that way we think we would reduce the number of men who were dependent upon entirely casual employment.

37255. And then would you clear out the remainder?— Migration
Then we would dispose of the remainder. But you must and
not imagine that we would be waiting until, so to speak, emigration as
we found 2,000 standing entirely idle. We would be remedies for
dealing with this matter all along. May I say in unemploy-
connection with this very matter, just to show how soon the ment.
benefit is felt of sending people away who are in the surplus, that when we had been some years sending away families to the factories, and had sent away a number of widows who were in the habit of doing charring and washing in Liverpool, the late Mr. William Rathbone made some inquiry and found that the condition of charwomen was distinctly improved on account of their numbers having been reduced—there was a greater demand for them, and their position was improved, as they were getting more work. Arguing in the same way, I would say that if we send 1,000 men away the remaining 1,000 would immediately begin to experience a benefit from it, and the effect of that benefit upon their moral condition we can hardly estimate.

37256. (Mr. Lansbury.) I agree, of course, that better organised methods of loading and unloading, with the minimum period that a man should be employed fixed is all to the good. I only want to suggest to you that during your life at Liverpool you must have seen enormous improvements both in the steamships and in the whole method by which ships are loaded and unloaded. Indeed, you have mentioned, either in your statement or in your oral evidence, something about the change that has taken place at Liverpool in connection with the sailing ships?—Yes.

37257. That is partly the reason why you have your Question of
casual labour; ships empty quicker now—much quicker proportionate
than in the old days; and we have no guarantee that all increase of
that will not be enormously improved during the next few trade and
years. Therefore continually your employment for men employment
will be lessened, and you will find machinery doing it at Liverpool
instead?—It does not follow that employment will be docks.
lessened. If we look to what has followed on the intro-
duction of machinery, especially in the textile manufac-
tures—

37258. Excuse me, I want to stick to the docks for a moment. Is it not the fact that the volume of business at Liverpool docks is very much larger?—Yes.

37259. And the number of men employed very much less?—No, not the number of men.

37260. It is, in proportion to the volume of trade, is it not?—I daresay that is so; but the volume of trade is increasing at such a rate that I very much question whether the absolute number of men employed is less. That is the point.

37261. No, I think the other is the point, if you will excuse me. However, I do not want to pursue it except to ask you whether you have got any guarantee that when you have fixed all this it will not be all upset by some clever person coming along with an arrangement by which automatically your ship gets loaded or emptied into the warehouses and trucks by a lesser number of men?—Even supposing I knew that that was taking place I would not hesitate to do the thing that appears to be right at the moment.

37262. (*Mr. Booth.*) With regard to the supply of labour, is it not the fact that there is a constant and continual stream of incoming labour to Liverpool, and has that not been the case during your experience?—That is so.

37263. Fresh labour is continually coming in?—That is so.

37264. Attracted by what they imagine they will get, or perhaps really do receive when they come there?—That is so.

37265. Therefore anything which economises the work in Liverpool might be supposed simply to result in fewer new-comers coming in?—One would think so.

37266. At any rate, there would be that means of meeting the reduction?—Yes, it would appear as if that would work in the opposite direction. I think undoubtedly the reason why we get so many fresh comers into Liverpool is the fact that there is a practically open market for their labour. They can come and, we may say, almost without introduction can go and earn from 4s. 6d. to 5s. per day. That is a great temptation to men in the country who are earning very much less wages. One does not want of course to say that men must not go, or should not go to where they can get 4s. 6d. and 5s. a day, but unquestionably they do not always benefit themselves by doing so, only they do not find that out until some years afterwards.

37267. If fewer came in that would benefit those who were already working there?—That is so. We want in some natural way to reduce the number who are going down to the docks.

37268. (*Chairman.*) As I gather, although you are good enough to answer all these questions, you come here as representing the Charity Organisation Society in Liverpool and not as an expert on the docks?—That is so; but I have given a great deal of attention to the subject, and of course I do desire to improve the conditions there. Still, I am here rather as a representative of charity organisation.

37269. (*Mrs. Webb.*) I want to ask you about the widows with children. You said you had made an investigation into most of the cases given you by the Liverpool Board of Guardians. I think they have 219 widows with children on their books?—Yes, that is so.

37270. Have you any particulars about those 219?—I have not; I have only got particulars of those in which they judged the children were of such an age as that they could be sent to the factories.

37271. You have not got any particulars of the 219 then?—No, I have not.

37272. Could you let us have all the particulars about the twenty-six that you specially refer to, and which Mr. Lansbury asked for, I think?—I could about the fifteen that we took out, and I will (*see Appendix No. III (H.).*) In some cases, as I have mentioned, we have not gone further than simply asking if they would like to go away.

37273. I gather that one reason why you like migrating these children and their mothers is that you think the new surroundings more wholesome?—I think they are far better in every respect.

37274. And better for their character?—Altogether better. May I just read a letter in reference to one of these families? This is about the family where I said there was a crippled father. We wrote asking how the family was getting on, and the reply we got was:—"The total wages of the four girls this week is 43s. and they have been in the mill only five or six weeks. They are all progressing nicely and giving satisfaction. The older girl is doing the best, but all are earning what they are paid; none of it is on loan. The family appear nicely settled, happy and contented, and evidently have not regretted the change." Then, in addition to the £2 3s., the father, who is a cripple, is getting some 14s. a week.

37275. What is the object of your suggestion to enable that to be done on a large scale? I see that in thirty-five years you have practically only removed about 600 families; you say 2,268 people, which would be about 600 families I suppose?—Yes.

37276. Six hundred families in thirty-five years is not very many. Could that system be extended in any way, and how could you extend it?—The number is not very many. It is only families that have attained a certain age and size that can be self-supporting in the factory towns; and that limits the number of families that you can send.

37277. If you had further powers (and what powers do you suggest that boards of guardians should have?) how many of those 219 widows, who are at present on the books of the Liverpool Society, do you think could be dealt with in that way?—What strikes me, looking at the list, is this. Assuming that some years ago when first these families made application for parish relief they had been put under the oversight of a lady or a gentleman who would undertake to act as a friendly visitor to them, I take it that they probably would have been improved somewhat in character—I think we may fairly say that—and I think that before now they might have been given the idea of being entirely self-supporting as soon as it was possible, and amongst other means of being self-supporting would have been undoubtedly this one of sending them to the factories. That might have been only one means. I do not by any means say that there are not other ways in which the same object would be attained.

37278. Would you suggest that the board of guardians should, in certain cases, refuse outdoor relief, unless they did go to factory towns? How would you get over the natural objection in some to move?—That is an extremely difficult question. I would not like even to say that all these ten people who said that they were unwilling should, on that account, at once be refused outdoor relief; but I do think it is a proper case for inquiry on the part of the guardians why they will not go, and the guardians ought to be satisfied that there are good reasons before they continue outdoor relief.

37279. The guardians might take the line that the environment was not good enough for the children?—They might, in some way or other, endeavour to influence the family to what I believe would be a right decision.

37280. I gather that the Liverpool Board of Guardians only gives a shilling per child, and nothing for the parent; what is your opinion of that sort of relief in the case of widows with children?—My opinion is that it would be well to look at the whole facts of the case, to take them all into consideration, and to give a sufficient amount for healthy maintenance.

37281. What do you suggest is the way in which the central authority could see that boards of guardians did give adequate outdoor relief; what would you suggest?—In Elberfeld they work according to a scale, and relief is given up to that scale.

37282. We are told that that becomes very extravagant?—It does not appear to work out so.

37283. We were rather told that at Elberfeld it did become extravagant?—Of course it is very difficult to make any comparison with England, but it does not appear to me to work out so.

37284. Supposing you have a widow with five children, who, therefore, cannot work if she has got five children, what do you consider is adequate in Liverpool if she is to look after the five children properly?—That would depend altogether upon the circumstances in which they

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Influx of labourers into Liverpool caused by dock labour.

Conditions of widows with children in receipt of out-relief at Liverpool.

Question of adequate relief for widows with children.

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Question of
adequate
relief for
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children.

are placed. I cannot say that I could lay down just at the moment a scale; it depends, for instance, upon what the children could earn, and upon what she could earn.

37285. Supposing there were no earning child, as there might not be with five children under fourteen?—Then it appears to me that 1s. per child is insufficient.

37286. What would you call "sufficient"? Would it be a question of 15s. or £1—that is rather what I want to come to?—I cannot say that I have worked it out in that way, and I would rather not commit myself to any definite figures. The circumstances vary so much in each case.

37287. There is such a tremendous difference between 3s. and £1?—There is.

37288. I only want to know what is at the back of your mind, as a right standard about that?—I cannot say that I am provided with a standard that I would like to commit myself to. I look rather to dealing with the cases in another way.

37289. You would not at all contemplate giving the boarding-out price of 4s. per child, would you?—Do you mean for a mother at home?

37290. Yes?—It does not appear to me that that would be necessary.

37291. That is what you do give when you board a child out, is it not?—Yes, that is so.

37292. Supposing the mother could not earn, and that her whole time was taken up with looking after her children, would you be inclined to contemplate giving her the 4s. or 5s. per child?—I hardly think that that would be necessary; but, as I say, I would rather not commit myself to a definite scale.

Subscriptions
to Liverpool
voluntary
hospitals.

37293. (*Mr. Bentham.*) Would you tell us whether the subscriptions to the voluntary hospitals in Liverpool are diminishing or increasing?—They vary from time to time. Sometimes when we have bad times you find that there is a tendency to diminish, but upon the whole, I think we may say they are steadily advancing.

37294. Could you put in a table shewing subscriptions for medical purposes of recent years, say over the last ten years, and shewing whether they have increased or decreased?—Yes. There would be no difficulty whatever in that.

37295. I do not mean in much detail, but just shewing the total figures so that we could see how these subscriptions fluctuate; and if you could include the endowments and the donations as well, that, I think, would be of assistance to us?—Yes, I will do that. (*See Appendix No. III (I.)*)

37296. In speaking of the remedial measures that might be taken by boards of guardians in dealing with cases, you instanced the case of children, and you also instanced the removal of persons to other districts: have you in mind any other kind of remedial measures that it might be possible for boards of guardians to adopt?—I do not know that I have new ideas in my mind. Of course I include such things as boarding out and providing for the children in different ways.

Difficulties as
to proposed
power to
guardians to
transfer
widows with
children to
other districts

37297. You suggest that boards of guardians might have power to remove these families from one district to another?—Yes, I do.

37298. Have you considered the difficulties that would arise with the board of guardians in the district to which they might be sent?—I suppose that under the present Law of Settlement, there would be considerable difficulties: but the question is whether the law should not be modified in some way.

37299. In order to carry out your idea, it would be necessary to abolish the Law of Settlement altogether, would it not?—Or to provide for some modification. As regards the work that we at present carry on, no difficulties have arisen with any board of guardians, except in one case in which a difficulty did arise through illness overtaking a person and an application being made to the board of guardians. Otherwise, the whole of the work we have done in this direction has been done without any friction.

Proposed
power to
guardians to
pay travelling
expenses
of persons in
search of
work.

37300. Would any difficulty arise with regard to the people who want to be removed to other districts applying to have their removal expenses paid, if the

guardians had power to do it?—I would not give them power to do anything of the kind, unless there was some guarantee that when those people get there they would be provided for.

37301. A man might get a situation in another town, and then come back to the board of guardians in his old district and apply for his removal expenses to the new district where he has got work; should it be competent for his old board of guardians to so remove him?—I do not see why it should not be.

37302. In regard to co-operation between charity and Bradford boards of guardians, in answer to a question, I understood you to say that the City Guild of Help at Bradford Help. was not in close co-operation with the guardians?—That was not the point whether it was in close co-operation with the guardians. As I understood it, the point was whether it was in direct connection with them. Of course I know that it does co-operate with the board of guardians.

37303. Is it within your knowledge that the chairman of the board, for the time being, was practically one of the originators of the City Guild of Help?—Yes.

37304. And that its area is equivalent with Poor Law area?—Yes.

37305. And that in every case which is dealt with enquiries are made of the relieving officer before any pecuniary assistance is given?—I was not aware of that last point, but I can quite imagine that it would be so. The question put to me as I think you will remember, however, was, whether the Guild of Help was working in direct connection as a part of the Poor Law organisation. That is the question which I understood I was answering.

37306. The question, I am afraid, was not whether it was a part of the Poor Law, we all know that it is distinct from the Poor Law?—Decidedly so.

37307. It is simply working side by side with it, dealing with cases before they get to a state of destitution and in a manner which Poor Law could not deal with them, and the connection between the two is as close as possible?—So I assume.

37308. I was afraid the answer you gave to the question might be misleading?—I am sorry.

37309. In fact, one works in with the other as closely as it is possible for two organisations to work?—So I understood, but I was dealing in my former answer with the official spheres of action.

37310. (*Mr. Chandler.*) I would like to ask you if that very admirable scheme for the organisation of labour at the docks (*see Appendix No. III (A.)*) which you have appended to your statement, has yet been submitted to the conference?—It has been submitted to a committee organised by the conference, and I am sorry to say it has not been approved.

Scheme for
organisation
of dock
labour at
Liverpool.

37311. Is that final?—I am afraid it is final for the time being.

37312. I suppose you could not tell us why it failed? It seems such an admirable scheme if it could only be accepted by the employers—the shipowners and the merchants?—We feel so, but I am sorry to say that neither employers nor workmen seemed to be prepared for it.

37313. The workmen as well?—Objections arose on the part of both parties. I may say, however, that that scheme of ours was only following out the scheme which is in actual operation in some of the docks in London, and which was introduced, I think, by Mr. Charles Booth. We simply followed closely upon those lines, and at the same time Mr. Charles Booth, junior, submitted another scheme upon very much the same lines, the two being under consideration together.

37314. And neither of them was accepted?—Neither.

37315. (*Mr. Gardiner.*) Is the conference adjourned or dissolved?—We still have to report to the conference. We did get certain points carried that were in themselves important. We got, for instance, a proposal carried that there should be what we call surplus stands, so that whenever men found that they were not wanted at their regular place of work, they might at once go to another stand provided in the neighbourhood. One difficulty with them is, that their stands are at such great distances

from one another, that they cannot readily get from one to another, and in fact they do not know which one to go to. At these surplus stands it was intended that the men should congregate when they were not engaged in their own place, these stands being in telephonic communication with the different employers of labour, who would transmit the intimation when they were short. We carried that; and we also carried a proposal to limit the excessive overtime that some of the men work. So that we consider we did some good though we could not carry the larger scheme.

37316. (*Mr. Loch.*) With regard to Poor Law and charity, is it your idea that the Poor Law should become more and more an institution through which the cases should be treated in accordance with the various ways in which treatment may seem desirable, or that the Poor Law should remain an allowance system rather? At present you would say perhaps that it is an allowance system as far as out-door relief is concerned?—Yes; to a large extent it is.

37317. Do you propose to make a change in that direction?—So far as it is possible. It may be that we should have, say, a widow with a young family, and it may then be necessary to make an allowance; but my point is, that every case should be dealt with as a problem in itself precisely the same as we deal with our cases in charity organisation work. We say, What can be done for this family? In what way can they be restored to self-support? What natural means of help are there? And we resort to those means of help, and we use those means of setting them on their feet again.

37318. That is rather what I meant by treatment. Taking the cases as you see them at an out-relief committee do you find a great many cases quite low down, so to speak, in point of ability, and in point of energy?—Yes.

37319. And yet these cases are receiving a very small amount of out-door relief?—Yes.

37320. How would you propose to deal with those, because at least, on the face of the evidence, the room and the scope for treatment in their case would be small?—Yes, that would be so. I fear there would still be a number who could not be treated in what we might call an effective way; but, at all events, when they came into a position to be treated effectively, it ought to be done.

37321. Would you propose to act through their children or in some way like that, if it is possible?—In any that presented itself.

37322. Do you feel that the amount of relief is so small in those cases in the way of allowance that the withdrawal of it and the offer of the house, or the leaving of the people to themselves would suffice? Do the few shillings make all that difference when the rent is so high that it sometimes appears that the rent, if it is as stated, really consumes all the relief and more?—It does not appear to me when a very small amount is given—an amount which is inadequate, however we may interpret inadequacy—that it is fair to the people themselves. It is not fair to the children, and I think the thing ought to be faced in one way or the other.

37323. That is to say, there should be either an adequate allowance, or proper treatment, or the house?—Yes; which ever is the best way of treatment.

37324. You refer in Paragraph 32 to the question of new charities, and you say "At present it is open to anyone to set up an institution, without any responsible committee to answer for its genuineness." Would you be in favour of a borough authority having a voice in the control of such a matter, or would you link it to some general registration of charities for the whole country?—I think the borough could do very effective work. Supposing, for instance, we could get a Council of Charity on which there should be representatives of the borough, and, it may be, representatives of the guardians. I think they would be able to do very effective work in that respect.

37325. But you clearly would have, by Statute law, to obtain power to control the establishment of charities or to fix the conditions, would you not?—I have not looked forward to that yet. I think that by the force of public opinion directed by a recognised representative body, it might be done.

37326. In the case of refuges a very large number of people may suddenly come together and then form an important number in regard to the Poor Law demand, may they not?—Yes.

37327. Would you be prepared to let the question be settled as to whether a refuge should be started by the goodwill and understanding of the people at large, or would you try to have some authoritative power in your own hands?—I almost think it would be best in a case such as you speak of to have statutory power of that kind. Of course that is a very important question.

37328. When you refer to the Poor Law dealing with the question, you mention in Paragraph 33 district committees for consultation; do you mean district committees under the Poor Law?—I meant on the Elberfeld system, whether associated directly with the Poor Law or supplied by voluntary charity. I think it would be better if possible that they should be in actual connection with the Poor Law.

37329. Have you in mind some scheme by which the central Poor Law body which then would be created would devolve work upon the district committees, members of the central body being chairmen of the committees or something of that kind?—Yes, something of that kind. It is difficult to work out a scheme that would suit all our varied conditions, and my idea is that if it were worked out in half a dozen of the large towns we would get a workable scheme out of it in five to ten years from now.

37330. In regard to the Poor Law you would perhaps adhere to the general view that Poor Law relief is for the destitute, which is not unlike the view which might be said to obtain in Elberfeld?—At present it is difficult to exactly define what we mean by destitute, and I would rather approach the question on different lines. I would take over the case of any family who fell into distress and were unable to suitably provide for themselves, and would look at it quite apart; it might be that they were able to provide for a portion, at all events, of their maintenance, but not for the whole, and you could hardly call that a destitute case.

37331. (*Chairman.*) I suppose you would like to get the case before it became destitute?—Yes, that is so; or whenever a case might come up, and whether it was destitute or not, I think it ought to be looked at as a whole. It appears to me that there is a want somewhere in that respect, and that whenever a case of destitution or distress, which is partial destitution of course, comes before the proper authority, it ought to be taken in hand with a view of bringing it into a satisfactory position, whatever that position may be, of self-support if possible.

37332. I will take this as a sort of typical case: Assuming a woman's husband died, and she got compensation, say £50 or £100, and that she and the family had spent all of this money except £7 or £8, would you prefer that they should come in before the £7 or £8 was gone?—Decidedly. I would prefer to get hold of the £100 if I could. I may say we have several cases of that kind on hand now in which persons have received compensation, and the amount due to the widow, sometimes a large amount, has been paid directly to the widow and has in a few cases not been wisely spent; but the amount payable to the children has been spread over the years of their child-life and has been placed in our hands in one or two cases to administer under the direction of the court.

37333. (*Mr. Loch.*) To revert to the question I put just now, in Elberfeld they have rules that the relief should be only what is "absolutely necessary," or some such phrase as that?—Yes.

37334. Would you be prepared to adhere to that so far as public poor relief is concerned?—I would.

37335. And that anything over and above that, if one may take that line, would, as in Elberfeld, come from without; that is to say, voluntary relief would be added to the other?—Yes; I suppose it would be necessary that it should take that form, but it would be better if it could all come through one agency. In the case of Elberfeld you will remember that the voluntary charities are, several of them, administered by the Poor Law administrators.

37336. Yes, and that is a further step. I wanted to know rather whether you would take the line of dividing the cases as between your Elberfeld system of the future

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The respec-
tive functions
of Poor Law
and charity.

and the charities, each dealing with the whole of a case; or whether you would divide the work by the charitable money supplementing the poor relief money?—It appears to me that how it would work would be in this way: Supposing a case came to charity in the first instance it would be dealt with by charity; supposing, however, the case came to the Poor Law, then it ought to be in the power of the Poor Law to go to the different charitable institutions and say, "This appears to be a case for your institution, will you accept the responsibility of it?" And then the Poor Law need do no more in that matter. That is what is done with regard to the cases that are referred by the various boards of guardians to ourselves. We have to pledge ourselves to give relief in the first instance, to prevent any mishap or any hardship on the part of the poor people. We then make our inquiry and we decide whether it is a case that we could suitably help or not. If we find that there are circumstances attending it that make it unsuitable we simply refer it back to the Poor Law guardians.

37337. Supposing you had fixed an allowance of a certain amount payable from the Poor Law, would you be prepared to accept that as, from the point of view of the Poor Law, absolutely sufficient and all that is absolutely necessary, and then supplement it from voluntary sources?—I think it would be better that it should be done through one agency, whether it came from the Poor Law or whether it came from voluntary sources.

Transfer to
factory dis-
tricts of
widows with
children.

37338. In regard to the cases which you have sent to the factories and so on, the 600 families in thirty-five years, I suppose that the state of labour in certain years is much better in Liverpool than in other years?—That is so.

37339. So these 600 families should not be averaged over the thirty-five years, because they would be sent in blocks at different periods?—That is so—they have been sent in periods of considerable activity in the factory districts.

Proposal that
the guardians
should deal
with the un-
employed by
providing
temporary
work.

37340. I understood that you had felt the need in Liverpool of something like a stone-yard or some immediate reference for unemployed persons at the nick of time in winter, and that you would also have an able-bodied workhouse; but do you think a stone-yard is wanted as well as the able-bodied workhouses?—With the cases of able-bodied men recurring each winter, as they are now doing, until we find a better and more permanent way of disposing of this surplus labour it would appear as if some means of setting them to work were required.

37341. In fact, you want some interim treatment by way of finding artificial work if necessary, just to carry you forward?—Simply as a temporary expedient.

37342. Do you think the treatment of the unemployed generally should form part of the Poor Law system of the country?—Do you mean as against the system of distress committees?

37343. Yes; would you have one system or two?—I do not see why it should not have been taken up by the Poor Law. It appears to me that it could be quite properly carried out by the Poor Law, as it is in Elberfeld. I think that the distress committees are exposed to much the same dangers that the Poor Law has passed through, so far as I can see their working.

37344. How would you propose to deal with it through the Poor Law? Would you propose that the Poor Law should do something of such work as is now being done in Liverpool in the draining of that lake and so on?—Yes, in the way of providing work, or obtaining work to give to the men temporarily. I would not propose that any of these should be set up as a permanency, or that the men should be permanently employed upon it.

37345. That is to say, instead of the distress committee coming to terms with the borough council for the supply of some particular sort of work, you would have the Poor Law authority do it?—It might just as well be done by the Poor Law authority.

37346. And then you would have, in addition, the stone-yard for immediate purposes?—If we had some means of setting men to work either on the land or in any other way, of course a stone-yard, as such, might be unnecessary. I only think we should have some means of temporarily setting them to work.

37347. Do you think it is feasible in a large urban centre to provide the immediate help that you want except in the form of a stone-yard, or something of that kind? Can you imagine a labour system in the country which would be a sufficient equivalent?—I should think it possible. It has not been tried yet, of course, and even the distress committees have not yet taken up that question, but we have had it in consideration.

37348. Have you found that the close co-operation between boards of guardians and the distress committees has been a great service?—Yes, undoubtedly.

37349. And you are not in favour of the police making inquiry into these unemployed cases, as I think was done in Manchester?—I should not think it was desirable or even necessary to let the police take these cases up.

37350. But you do not think there is any harm in the relieving officers making the inquiries in regard to unemployed cases?—I think it is much better in the meantime, so long as we have the distress committees, which have their own officers, that they should refer to the relieving officers and also to a society like ours, as they do.

37351. But if the system were merged into the poor relief system of the country, would you propose to have a special staff?—I would propose to let the relieving officers deal with the matter, permitting them to be assisted in that work by the voluntary friendly visitors of the district committees.

37352. (Mr. Lansbury.) Would you be in favour of disqualifying men from voting who were relieved through the Poor Law because of unemployment—you know under the present Act they are not disqualified?—It appears to me that on general principles it is desirable, but I certainly must say that when we are assisting the men in the way of giving them work I am disposed to think it would be better to do away with the disability.

37353. (Mr. Patten-MacDougall.) You have a labour bureau in Liverpool, have you not?—Yes, we have.

37354. Would you propose to continue that? Has it been doing good work?—I would do so. I think labour bureaux are going to be one of the most important features of our future action in regard to the unemployed.

37355. I think you told us when there, that you had found the labour bureau very efficacious lately, and that there were certain cases where you had applications from South Wales for miners; were you able to supply those?—We have not yet taken action with regard to that particular matter, and I am sorry to say the labour bureau in Liverpool has not been so useful as one might desire.

37356. Is it kept open during the summer months as well as during the winter months?—When we commence the actual operations of the Distress Committee we practically closed the labour bureau.

37357. Is the register kept open?—The register or bureau is kept open all the year round, but I must say we seem to have failed to get into touch with employers.

37358. (Sir Henry Robinson.) Among the applicants for assistance to your association have you many Irishmen?—Yes, we have a large number of Irish people. Of course the labouring population of Liverpool includes a large number of Irish people.

37359. Have you a large proportion or a small proportion, would you say?—A large proportion, I should say.

37360. Is a period of residence in the city one of the conditions?—Not for assistance from our society.

37361. Do you deport any of them to Ireland? Do you send back any of those who are willing to go?—We do send an occasional case, where a man has recently come from Ireland and needs to be sent back.

37362. And is willing to go back?—Yes; but making it a condition, as we do before we send anybody away, that he should be able to get work, when he gets there, there are not many opportunities of sending a man back to Ireland, I am sorry to say.

37363. Do you refer to the boards of guardians many cases of Irish people requiring to go back to Ireland who you think ought to be sent back to Ireland?—No. There is not a very large number who come to us in that way.

37364. Do the Irish people who are in Liverpool for a short time generally apply for relief when they require it to your association, or to the board of guardians?—They

Question of
co-operation
between dis-
tress com-
mittees and
guardians or
police.

Disfranchise-
ment as a
condition of
relief of the
unemployed.

Value of
labour
bureaux, but
small result
at Liverpool.

Irish seeking
assistance in
Liverpool
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apply to one or the other, but it would be difficult to say in what proportion they approach the two bodies.

37365. If Irish persons out of work were in Liverpool would their best chance of obtaining work be to apply to the board of guardians who can send them back direct?—Yes. Of course the board of guardians can send them back irrespective of work, on account of their settlement. In the case of organised charity we do not act in that way; we only send a man anywhere on being assured that he will find work or be otherwise provided for.

37366. I see that your income is about £270,000 a year?—The income of the various charities is so.

37367. What is the cost of the organisation for administering all that?—You will find it in the table appended to my statement (*See Appendix No. III. (A.).*) For the Central Relief Society the subscriptions, donations, legacies, and so on, give a total income of £5,671. Under the head of "Maintenance" we have put £4,722, but that of course includes all our expenditure. In our report you will find that for 1905 the total amount spent on relief was £3,022, and the expenses you will find come to £1,241.

37368. (*Mr. Loch.*) By "Maintenance" do you mean the management expenses?—We mean the whole expenses; we have not distinguished it. I see the point that is raised there. This statement of income and expenditure was not prepared specially for this Commission.

37369. With regard to the whole of the charities you deal with, how much would be the total management

expenses of the whole of those charities taking hospitals and all?—That figure would be extremely difficult to get. I have not got it.

37370. You could not treat the charities of the whole area as a single unit with a certain amount spent on working expenses out of a single annual income?—It would be extremely difficult to do that.

37371. (*Sir Samuel Provis.*) With regard to the working of the Unemployed Workmen Act in Liverpool, you say the provisions with regard to emigration have been beneficial; have they been much used in Liverpool?—We have sent away either eleven or twelve families as an experiment. We have not yet got a report from our administrative officer as to how they have turned out, but we understand, generally speaking, that they have turned out quite satisfactorily.

37372. At present you have sent out only twelve families?—We have only sent twelve families simply by way of experiment.

37373. Where did they go to—Canada?—They went to Canada.

37374. When you say you think the Act could be worked by the Poor Law, would there not be on the part of the unemployed an objection to be brought into contact with the Poor Law?—There would have been undoubtedly; looking at it in that respect, I think the Act was wise, because undoubtedly it would have been very difficult indeed to get it into proper working, as a branch of Poor Law.

Mr. W. Grisewood.

21 Jan. 1907.

Emigration from Liverpool under the Unemployed Workmen Act.

Mr. WALLACE SMITH, called; and Examined.

37375. (*Chairman.*) You have prepared for us a short paper, I think, which we may take as your evidence-in-chief?—Yes. (*The Witness handed in the following Statement.*)

1. For the past thirty years I have been a Poor Law officer, either as collector, superintendent collector, or assistant overseer having charge of the laying and collection of the Poor Rates: for about fifteen years I was assistant clerk or clerk to the urban district council, having a great deal to do with bodies of workmen: in the early stages of the growth of Walton from a population of 5,000 to about 60,000 (in about twenty years) I was engaged in other capacities bringing me into touch with artisans of various grades, and for the last twenty-five years I have been an active member of the local lodges belonging to the Oddfellows (Manchester Unity), frequently attending for them at the annual conference, where over one million members are represented.

2. Though I do not belong to any other thrift society. I have constantly attempted to study the question of thrift from a broad point of view, and some years ago I held an appointment, by permission of the Treasury, as a public auditor under the Friendly Societies Act. And last year I was appointed by the Liverpool City Council a member of the Distress committee, to represent the friendly societies of the town.

3. The three districts of my own society, representing the whole of the City of Liverpool and a portion of the suburbs, contain twenty-eight lodges for males over sixteen years of age, with a membership of about 4,000; a female lodge, recently started, with about forty members; and three juvenile associations with a membership of about 2,000. The membership of the adult lodges is maintained with difficulty and numerical increase is slow: many join, but they are almost balanced by secessions, a regrettable feature entirely absent here fifteen or twenty years ago, when my district was more of a country nature; and existing now, I think, in consequence of town attractions and artificialities. The lodges do not grow in anything-like equal proportion, even when equal opportunities exist, a result accounted for by the individual qualities of a few members of each. It is easy to point to cases where the energy and ability of two or three men have raised a lodge to an enviable position, financially and socially. In this neighbourhood a great drawback to the friendly society movement is the difficulty of obtaining suitable rooms in which to meet. My own lodge has met both on and away from

licensed premises, now meeting in a new room attached to a hotel. Copy of notice exhibited each lodge night herewith.

4. The class of our membership is very varied; no special trade or occupation bulks largely; and practically all regard their membership from a strictly business point of view and take all the benefits covered by their subscription—Doctor when sick, sick pay, and death benefit.

5. Though I cannot give figures, I am convinced that very few of our members apply, even in extreme old age, for Poor Law relief, and I make the same statement with reference to seeking aid from any local charities, including the Central Relief Society, of which I am a member.

6. Several of the best lodges have been managed so well, by the members—for the members—that they are able to give greater benefits than promised. For instance, I know cases where £30 funeral benefit has been paid in place of £12 due, and in my own lodge (the "Botanist") a surplus of £842 has just been declared for the five years ended December, 1905. (*Copies of Valuers' Report herewith.*)

7. I enclose our district year books, showing contributions, benefits, etc.
Liverpool District } Covering the City of Liverpool
Bootle " } and part of the outskirts.
*W. Derby " }

8. In my opinion friendly societies are not properly valued by the citizens who should use them for direct benefit or by those who should lead public opinion; the accounts of the best are under official supervision, and what is wanted is support for the social side of the ordinary lodge evenings, so that the ordinary member would come for relaxation and friendly intercourse. In my opinion, the effect of well-managed friendly societies on the country's welfare has been of great value, but greater still on the moral and intellectual fibre of the individual members; while I think the effect of the Poor Law on character is exactly the opposite; the first makes all for good, the second all for bad.

9. Summing the position up in a sentence, I think self help is the best, but men must make it possible for every man to help himself.

* Does not issue a hand-book; details as to finance practically like the others.

Mr. W. Smith.

21 Jan. 1907.

Varied class of members of friendly societies.

Members of friendly societies rarely apply for relief.

Instances of financial success of friendly societies.

Contributions, benefits, etc., of Oddfellows in Liverpool.

Need for more encouragement of friendly societies.

Comparative effect of friendly society and Poor Law relief on character.

Mr. W. Smith. 10. I know that in this union the guardians work to some extent in conjunction with some charitable agencies, particularly the Central Relief Society and the Distress committee, and the plan acts very well.

21 Jan. 1907. Co-operation of Guardians in large towns with many charities, if some general re-organisation took place; now, I think, some people get too little help and others too much; and I suggest the official register of each Distress committee as a base to work from.

Need for organisation of local charities. 37376. (*Chairman.*) From your statement I see that you have been a Poor Law officer, then subsequently you were appointed Public Auditor under the Friendly Societies Act, and you have since taken a considerable part in looking after the friendly societies of the City of Liverpool?—That is so.

Small extent of friendly society movement in Liverpool. 37377. Your particular society has about 4,000 members in Liverpool; are there any other societies in Liverpool besides your own?—There are many in number, but they have not many members in proportion to the population.

37378. So that the friendly society movement has not made great strides in Liverpool?—No, it has not.

Class and wages of members of friendly societies. 37379. You state that the members of the friendly societies do not apply for Poor Law relief; what is the scale of wage below which people would not be members of a friendly society?—In Liverpool, where my chief experience has been, I think there is hardly any wage that keeps a man out of some kind of friendly society, because he probably will join what they call a slate club, that is, a dividing society by which he gets at Christmas-time the proportion of his money back that has not been used among the members for sick pay.

37380. Taking the societies which do not divide every year, taking, that is, the ordinary recognised or registered friendly societies, do many people earning a wage below 25s. a week belong to them?—Yes. Might I refer you to Paragraph 4 of my statement where I point out the class of members? They all take practically what they insure for, and we have very few ornamental members, that is, men who belong to it for the sake of encouragement only.

37381. You think a good many of your members are in receipt of permanent wages of less than 25s.?—Taking the year round, yes, I do. Their work is irregular. Putting it at an average of 25s., I think many of our members are in receipt of that wage or of a figure below that.

37382. Those men would be, I assume, men engaged in the docks?—Many of them would be, but not generally. We have a large number of men who are clerks with small wages and men who are store-keepers, warehousemen and men of that kind—not dock labourers.

Extent of friendly societies and clubs among casual labourers. 37383. I suppose the dock labourer does not as a rule belong to friendly societies?—If the dock labourer belongs to any society he belongs to a society of his own. For instance, the coal-heavers have one society of their own. The different classes of dock labourers have clubs amongst themselves and they do not belong to one of the large friendly societies.

37384. Are these clubs more in the nature of slate clubs?—Some of them are not. For instance, the coal-heavers' club is, I believe, rather an important one. It is a very old established one I think. But they have it solely among themselves. It is one I think with plenty of funds.

37385. Should you say that the casual labourer generally did not belong to a benefit society?—Yes.

37386. Should you say that accounts for the movement making so little progress in Liverpool because there is so very much casual labour there?—I think so. The earnings are less than the sum you mention, 25s.

Need for encouragement of friendly societies. 37387. Do you think if the social side of friendly societies was developed more, that would largely increase their numbers; is that your view?—Yes. I think people in authority encourage the wrong kind of society, but of course without any intention of doing wrong. I think clergymen and ministers who have their own clubs in connection with their churches and chapels think they are doing a very good thing; but they encourage clubs which terminate year by year, or which have no connection with a large society, and consequently the averages of losses cannot be divided up enough.

37388. You suggest in your Paragraph 11 that much good would be done if some general reorganisation took place; do you mean of charities generally?—Yes. Need for organisation of local charities.

37389. That paragraph refers to the charities, does it?—Yes, it does. I think we have got too many in Liverpool.

37390. You suggest "the official register of each distress committee as a base to work from." That would give you the names of the individuals relieved; was that your idea?—Yes, it is the largest list of a permanent character.

37391. So as to prevent the same person receiving help or charity from more than one committee or charity?—Yes, and not only to prevent their receiving help, but to prevent their being offended by a number of people going to their house time after time to inquire about them when they are in poor circumstances. I feel, and I know, that self-respecting people who are in temporary distress, find it offensive when several agents of one kind and another go to them.

37392. Do you know anything about the small charities, many of them of a religious character?—I know the list issued by Mr. Grisewood's committee which contains the names of about sixty, I believe. The distress committee of Liverpool, of which I am a member, a short time ago allowed any recognised agent from any of these societies to apply to the clerk, and he would have given to him for the private use of his society the information collected by us and put upon the official register. In return, the distress committee receive aid of this kind when they ask for it. That is why I suggest this official register of the distress committee of each town should be made the bed rock to work from. The questions put before that register can be utilised are of such a searching nature that in my opinion they are quite sufficient, if they are put to a family once and are available privately for the managers of any charity. Proposal to make registers of distress committees and labour bureaux accessible to agents of local charities.

37393. The case would be sufficient to justify further relief as regards good cases, and refusal as regards the others?—Yes.

37394. The amount of outdoor relief given in Liverpool compared with what is given in other districts seems very low; is that due, do you think, to their being helped by charity as well; have you any knowledge upon that point?—I have no personal knowledge of it. I have been a Poor Law officer, but I have never been a relieving officer actually.

37395. (*Sir Samuel Provis.*) With regard to your proposal to make use of the official register of the distress committees, that register would only include, would it not, applications made for work at a particular time?—The Liverpool register was opened for about eight months, and after that the labour bureau was opened for about four months. In speaking of the register, I mean the two sets of books covering the whole year.

37396. You are thinking of the labour bureau books as well as of the books in which applications are made for work to the distress committee?—Yes, because those books are now handed over to, and kept by, the same set of officials.

37397. For the purpose of the labour bureau you do not have a record paper in the same kind of way, do you, as when application is made to the distress committee for work?—I do not think the same kind of paper is filled up but information, I believe, is got of the same character.

37398. Are the questions which are put of the same character as they are in the record paper? Do they go into the previous history of the man and so on?—I believe they do.

37399. You have not got with you a form which they use at the labour bureau, have you?—No, I have not, but it shall be sent you. (Subsequently sent. See App. No. IV (A).)

37400. (*Mr. Chandler.*) In summing up the relative merits of friendly societies and the Poor Law as a means for helping men, you say in Paragraph 9 that you think, "self-help is the best; but men must make it possible for every man to help himself;" would you expound a little more fully what you mean by that last remark?—Roughly I mean this: My experience shows that among deserving the unemployed who have come under my notice before the distress committee existed, and since the distress committee brought them before my notice by the hundred, employed. Proportion of cases among the unemployed.

there are about 75 per cent. deserving cases and 25 per cent. undeserving. The 25 per cent. undeserving I would refer to the guardians, and the 75 per cent. I consider ought to be attended to case by case, somewhat on the lines Mr. Grisewood mentioned a few minutes ago. No man who is willing to work should suffer absolutely to the detriment of his physical condition without his having a chance of work offered to him; in other words, I believe there ought to be work found of a kind for every man who is willing to work. That is my meaning.

37401. It should be made possible for every man willing to work to help himself in that way?—Yes; the wages of course being regulated by the conditions laid down in the new Act of Parliament, the Unemployed Workmen Act.

37402. Is it greater facilities that you are looking to for providing employment; is that your meaning?—Yes, but I want to accentuate, if you will allow me, the point that it is quite easy to get to know and to sort out the men who are willing to work and the men who are not willing to work. Previous to the Unemployed Workmen Act it was not possible, but now the law has allowed us to spend the municipal rates in obtaining all this information, and I believe it is wrong morally in every way that any man who is willing to work should not be allowed to work at wages which will prevent him and his family from starving. I believe the provision that the wage shall be under the standard rate of wages which is laid down in the new Act of Parliament is a safe one to go upon, that is to say, the man gets, broadly, enough to prevent him being starved or driven to the guardians. If he is driven to the guardians, my experience is that he and his family lose all independence of spirit.

37403. Are you hopeful that the operations of distress committees will meet this difficulty?—If the Act is administered fairly, I am.

37404. (*Mrs. Bosanquet.*) When you say every man has a right to work, do you mean that he has a right to work just where he is if he does not wish to go to another place to work?—No. I am an advocate of emigration under fair conditions.

37405. Do you consider that it is a fair offer to a man to offer to emigrate him?—Only on the conditions that have been laid down by the Liverpool committee, that he shall not be sent away without his own consent and without work is waiting for him. It was on those conditions that the twelve men were sent last year as an experiment from Liverpool by the committee.

37406. What would you do with a man who says he will not emigrate and demands work in Liverpool? Do you consider he has a right to have work made for him there?—His case in my opinion should be examined from every point of view. If he is strong physically, and if he has not a large family, I think then he ought to have emigration offered to him; but if he has a large family I do not think it is reasonable to ship him off to Canada with the whole of his family at the cost of the town. I would attempt to make provision for that man having work apart from emigration.

37407. I was not thinking very much of the cost to the town, which seems to me a minor point. I was supposing that he says he does not like emigrating and insists on having work given him there; should we then take his liking into consideration?—Only on the conditions I have mentioned as to his own health and the size of his family. If he did offer a suitable case for emigration I should refuse to find him other work.

37408. About the information got by the distress committee, is it got simply by inquiries put to the man, or have you an agent who verifies his statements?—There are paid agents of the distress committee who visit each home.

37409. Do they go to the employers and ask as to a man's character?—I do not think so. They apply, I believe, in writing in a number of cases, but I do not think they do in all. So many of the men are casually employed at the docks, and as such they are knocked off, many of them, at each half-day and they are engaged twice a day.

37410. But the information is not merely the man's own statement about himself, is it?—I think in many cases it is.

37411. Do you suggest that that is sufficient to go upon for all the other charities to give a man charitable assistance on his own statement merely?—No. The unemployed are dealt with under an Act of Parliament, and the charities which I conclude you are speaking of are voluntary gifts which of course have to be more safeguarded.

37412. I thought you suggested that the information which the distress committees have would be adequate for the charities if they applied there, and that the charities need not make inquiries on their own account?—I see the point. My suggestion has not yet been carried out, but I have no doubt that if it were carried out the question of the man's character would have to be inquired into always. I think each place should be dealt with on its merits. In Liverpool where the work is so much at the docks and men have to be engaged for the half-day, it would be impossible to get a character from an employer in the case of a man who had been working, say, three half-days a week. Such a man is simply taken on for half a day and gets his 3s. or 4s., or whatever it may be, and then he is done with.

37413. Then you would rather agree that the charitable organisations want a method of inquiry of their own in addition to what the distress committees have, would you not?—The distress committee system would have to be carefully considered if my proposal came to anything here.

37414. Have you formed any opinion as to the position of thrift societies generally in Liverpool; are they increasing or are they falling off?—I think they are increasing. I believe that in a short time there will be a considerable increase, because we have within the last three or four years obtained the membership of the Lord Mayor for two or three years in succession, the Town Clerk, the Lord Bishop of Liverpool and various other men whose example is looked up to. I believe that in a short time the friendly society movement will again make great progress in Liverpool.

37415. Do you suggest that the Bishop showing a saving disposition rather helps the people also?—The Bishop and the other gentlemen mentioned were asked to join, and did so, not as a patronising us, but to assist in calling attention to the value of the friendly society movement as a whole. And beyond that I would point out the Bishop's example to his clergy is a great thing.

37416. And through them to the people?—The clergy in a great number of cases are not business men, and they encourage societies which are not properly sound. Putting it quite plainly, I believe his clergy will follow his example.

37417. You have been thirty years working in Liverpool, I understand; do you think that the condition of the people, taken as a whole, as to poverty has become better or worse during that time?—I think it is better.

37418. You think that it is on the upward grade?—Yes.

37419. (*Mr. Gardiner.*) In reference to the slow increase in your friendly society membership, are the juvenile societies of any value?—Yes, they are of very great value. Might I add to the statement that I make in paragraph 3? I say there that there are "three juvenile associations with a membership of some hundreds." I have since discovered that the membership is about 2,000. I prepared this statement without being able to get at the data. Their membership, as I say, is about 2,000, and it is rapidly increasing. In my opinion that is the most valuable asset of the three. The attempt to help forward the female societies is the least hopeful, chiefly because the wages for females in Liverpool are very low—in that respect Liverpool is quite different to other parts of Lancashire, where the textile industries are prevalent.

37420. Have you any knowledge of the condition of the women's friendly societies in those textile districts? Does that come under your observation as a member of the society?—Strange to say they have not made much progress, but it is only six years ago that female branches were legalised in the society to which I belong, and to course six years ago there was no boom in cotton—it is only about the last two years that there has been a boom. In my opinion female friendly societies will grow very rapidly, if properly encouraged: the financial side is less difficult to overcome than the social side, which should be encouraged by all who attempt to lead public

Mr. W.
Smith.

21 Jan. 1907.

Proposal to make registers of distress committees and labour bureaux accessible to agents of local charities.

Prospects of friendly society movement in Liverpool.

Improved condition of the poor in Liverpool.

Flourishing juvenile friendly societies in Liverpool.

Little success of women's friendly societies and reasons therefor.

Need and value of Unemployed Workmen Act.

Emigration as a remedy for unemployment.

Investigation of cases by distress committee.

Mr. W.
Smith.

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The prospects
of women's
friendly
societies.

Proportion of
deserving
among
unemployed
and need and
feasibility of
providing
work for
them.

The wages
for "unem-
ployed"
work should
be below the
standard
wage.

Applications
for poor re-
lief by former
members of
friendly
societies.

action. In fact the only thing that I can see to keep them back is where women are earning enough singly to save them from combining for such things as medical aid and sick pay. With us in Liverpool it is quite different; the women there earn very little, and there are no settled trades for women.

37421. (*Miss Hill.*) Supposing there were work artificially supplied to all the people who are willing to work and who are out of work, I mean supplied by public bodies or by the State, I suppose it would be very difficult to arrange that the work should stimulate their energies very much, would it not?—Not the energies of the 25 per cent. I mentioned. I believe that the unemployed are to be divided into two classes, and I have estimated—and I have had my estimate tested—that 75 per cent. are deserving either at the moment they come or are on the verge of turning out good or bad through either encouragement or non-encouragement; and the energies of that 75 per cent. are capable of being sustained and improved by their having work given to them.

37422. Would you say that was the case even when work was supplied, because the man wanted the work rather than because the work was wanted, and when there was not the ordinary stimulant of having to please an employer or to get through a certain amount of work? Has it not usually been the case that when work is supplied in that kind of way there are some men who do not work in the same way they would do if it were independent work?—Yes, but those men would come within the 25 per cent. If we put 100 men to this work I believe 25 per cent. would be made worse by it and would have no force of character encouraged; but 75 per cent. I believe would be improved.

37423. Would it not also form a difficulty in getting the men to go where there was real work—we will say to emigrate or to go to another part of England where there was real work wanted doing?—That difficulty I believe is met as far as it can be—I admit it cannot be met fully—by the rate of wages being kept below the standard rate. As an instance might I point to Liverpool, where the men work for a portion of every day in the week averaging thirty-six hours in the week, and can only earn 14s. 5d. in that time? They are free in the morning until nine o'clock and after half-past four in the afternoon to seek other employment; that gives them a chance of going down to the docks from seven o'clock in the morning.

37424. I gather you feel it a very important point to keep the wages lower than the full market rate, in the case of work which is supplied for the sake of giving it to people who are unemployed?—Yes. My contention is that a man should simply have enough work of this kind to prevent him being starved. The result in Liverpool last year was shown in the report of the City Engineer. When the men came to work they were not physically fit for it until they had had a week or two's money. That is what I think should not be allowed. No man if he is willing to work should be allowed to have his flesh and blood failing to that extent that he should not be able to carry on some kind of work.

37425. (*Mr. Booth.*) You say that very few of your members apply, even in extreme old-age, for Poor Law relief; but I suppose it does not follow that the people who apply may not have been members and ceased to be members of a friendly society?—That is so; we have many secessions.

37426. I was not thinking for the moment of what might perhaps be called secessions, but of those who have dropped out through becoming impoverished or through being unable to keep up their subscriptions?—You are asking me as to the one society, I take it?

37427. I would rather ask you about your own society, the Oddfellows, as you know most about that. In your case must you qualify the statement that very few of your members apply, by saying that it does not follow that the people who apply may not formerly have been members, and must you not say, yes, they may formerly have been members, because you have had many secessions?—Yes.

37428. Then I ask you the question, what are the causes of these secessions? Of course if a man joins a society and almost immediately leaves it again, it is plain that he is in no sense able to plead that he has been a member of your society. On the other hand, if a man has joined, and work, as he gets older, becomes irregular, and he finds it a great burden to pay his contribution any longer, and finally in fact he does not pay it, his case is rather different, because he at least has been for a substantial period a member. If the fact that few of your members apply merely means that they become so poor before they apply that they have ceased on that account to be members, that statement evidently is not quite justified, and I want to get to the bottom of it?—My answer is this—that so far as my own society is concerned as a whole there is provision in connection with the government by which a man may have applied to the payment of his subscriptions, to prevent him falling out of benefit, any accumulation of capital of previous years. Further, in connection with a temporary necessity for keeping him within benefit within the thirteen weeks which he is supposed to pay, we have benevolent funds in nearly all the lodges from which the secretary, on reporting to the lodge, will pay in order to keep the man in benefit. I can say positively that there are very few men leave the society through being unable to continue their subscriptions for that reason only.

37429. The other point I want to clear up is with regard to those branches of your society which dissolve because they get behindhand owing to a lack of new members. Occasionally I know of my own experience that a branch, or one of your lodges, will be, as it were, stranded; they do not get fresh blood, and finally they become insolvent; but they have some assistance, I think, in winding-up from the central funds, though at any rate the branch is wound up. The members—I have seen cases myself—are at the end thrown out of membership completely. At that time they are too old to join another lodge, but they are thrown out, and although they have been substantial members of one of your lodges or branches, if they should come upon the Poor Law they might truly say they had been a member, but after all they are no longer members. Does that happen?—No. Practically there is a provision by a levy over the whole unity for the expenses which may be caused by men of that kind. For instance, if a lodge goes down to, say, the number of twenty or thirty, and they become impoverished to such an extent that the total payments will not allow the lodge to be carried on locally, the members are transferred and are made district members, so their responsibility is passed over a larger area. In addition to that it is passed over to the unity fund. Those members are transferred and they are not thrown out of the society. That is where we claim an advantage over the societies that have to divide their funds every year.

37430. Does that apply to the sick benefit as well as to the death benefit?—Yes.

37431. That is as regards your own society; as far as you know do the facts differ at all materially for the other great societies?—No. All the large societies make some provision for taking over the men who have done their duty to the local lodge; if the local lodge fails they all make some provision.

Devices for
preventing
members of
friendly
societies
losing mem-
bership
through
temporary
inability to
pay sub-
scriptions.

The position
of members
of friendly
society
lodges which
become
insolvent.

SEVENTY-FIFTH DAY.

Tuesday, 22nd January, 1907.

AT THE FOREIGN OFFICE, DOWNING STREET, S.W.

PRESENT.

The Right Hon. Lord GEORGE HAMILTON, G.C.S.I., etc., etc., etc. (*Chairman*).

The Right Hon. Sir HENRY A. ROBINSON, K.C.B.
 The Right Hon. CHARLES BOOTH, F.R.S.
 Sir SAMUEL B. PROVIS, K.C.B.
 Mr. F. H. BENTHAM.
 Dr. A. H. DOWNES.
 The Rev. T. GAGE GARDINER.
 Mr. GEORGE LANSBURY.
 Mr. C. S. LOCH.

Mr. J. PATTEN-MACDOUGALL, C.B.
 Mr. T. HANCOCK NUNN.
 The Rev. L. R. PHELPS.
 Mrs. BERNARD BOSANQUET.
 Mrs. SIDNEY WEBB.
 Miss OCTAVIA HILL.
 Mr. FRANCIS CHANDLER.

Mr. R. H. A. G. DUFF (*Secretary*).
 Mr. J. JEFFREY (*Assistant Secretary*).

The Rev. SAMUEL FRANCIS COLLIER, called; and Examined.

37432. (*Mr. Booth.*) You are the superintendent of the Manchester and Salford Mission?—I am.

37433. You have prepared a statement which, if you will hand it in, we will treat as your evidence-in-chief, and questions will be asked you supplementing the statement and carrying out the subjects you have already indicated?—Certainly. (*The Witness handed in the following Statement.*)

1. *Extent of Unemployment.*—It is difficult to measure this by any method of canvass. The information is often unreliable. If it is known that there is some hope of relief a canvasser will find a ready response to his enquiries about the number of unemployed, and in any case there are always those who feel it to be to their interest to magnify the evil. There are also large numbers who are never in regular or constant work, and who may be, and often are, counted as unemployed because they only choose to work, or only secure work, three or four days a week. Generally speaking, statistics, except in the case of societies such as trades unions where there is registration, are incorrect.

2. *Causes of Unemployment.*—(a) *Age limit*—It is increasingly difficult for men of average ability in ordinary work, especially clerks, etc., to obtain employment if they happen to have lost their situations, and are thirty-five years of age and upwards. Even those with good testimonials find themselves handicapped because the employer seeks younger men, or has decided to employ young women.

(b) *Sickness.*—Health is the only capital many men have, and once sickness seizes the bread winner there is a possibility of loss of situation, and where sickness becomes chronic the impossibility of obtaining one.

(c) *Incompetency.*—There are large numbers even of those possessed of good character who, for lack of proper training, are never very competent in their work, and can easily be dispensed with on the slightest cause. The doing away of the apprenticeship system increases the incompetency of men and women in their particular line of work. An additional cause of unemployment among men is

(d) *The Increasing Employment of Women.*—The increase in the employment of women throws more men out of work. It is said that in Manchester and Salford there are over 4,000 lady clerks.

3. *Remedies.*—Amongst other remedies a complete and universal system of registration would be a great help. Every bona fide working man would thus be known as such, and all the lazy and ne'er-do-wells could be detected. The former ought to be able

to seek work from town to town with the assurance of shelter and food, and some care for his family whilst he honestly sought it. The other class ought to be dealt with penally except those, and no doubt they are many, who are unemployable from want of any training at all in life, and who, with care and opportunity, might be helped to fill the ranks of the employable. This would give an intelligent basis for further remedies that might be applied to the various classes of the needy.

37434. (*Mr. Booth.*) Has there been any actual attempt in Manchester to canvass the amount of unemployment?—Yes, several attempts, largely in the Ancoats district of Manchester.

37435. That is to say in certain definite districts in which unemployment was prevalent the attempt has been made?—Yes, in several of the districts, but especially in Ancoats; just recently the *Guardian* published the figures of what they considered a strict canvass.

37436. It has been made in successive periods during some years past?—Specially during the last four years.

37437. Have there been comparative results; was the canvass made in so uniform a way as to give results that might fairly be compared, at any rate one with another?—Certainly.

37438. Do you think you secured in that way a measure of the degree of unemployment?—I think so. I have not much faith in a canvass myself, because from my own experience if you test special cases you find the replies are very doubtful unless the canvass is very drastic.

37439. I am not questioning your statement as to that, that it is extremely difficult and the figures are extremely doubtful; I only ask whether you thought they would be fairly comparable, that is, however exaggerated or however unreliable they might be, they would be some measure which could be fairly compared one with another?—Certainly.

37440. Has it shown an increase of lack of employment during these four years?—Not to take the present year; at present we are in a good state in Lancashire comparatively. The boom in the cotton trade has helped us considerably, especially in a district like Ancoats, of which I spoke just now.

37441. What was the lowest year in Ancoats?—I should think two years ago.

37442. It has considerably improved since?—Yes, I think so.

37443. Has the same thing been done in other parts of Manchester too?—Yes, but not so regularly; there has been a canvass in Hulme and one in Salford.

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Attempts to measure unemployment in Manchester and results thereof.

Difficulty of measuring unemployment.

Age, sickness, incompetency, and increased employment of women as causes of unemployment.

Need for registration of working-men with a view to discriminative treatment of the unemployed.

The Rev. S.F.
Collier.

22 Jan. 1907.

Substitution
of juvenile
and female
labour for
male adult
labour.

37444. You say that amongst the causes of unemployment there is the tendency if men are dismissed to employ others younger, rather than the same men again ?—Yes.

37445. And also the increased employment of women. Is that a general tendency in Manchester, a larger number of younger men and of women ?—Yes, decidedly so. Just recently there appeared a notice in the papers connected with very large works that no one over thirty-five must apply, and I have found in the last twenty years that that has been an increasing hardship, especially in dealing with certain classes of employees ; that, even though they bear excellent testimonials (I am speaking now of those whose characters are all right) if they once get out of a firm by reason of its bankruptcy, or diminished trade, it is very difficult to get them in afterwards. I find the age limit often as low as thirty-two or thirty-four in clerks or similar employees, and it seems to me that the years have diminished considerably during the last twenty years at which it is possible to get a man into employment again when once he falls out.

37446. Is the same work done actually by boys and by women—by men under twenty-one ?—In our Manchester warehouses they have a system of promotion ; they take boys in and they gradually advance them, so that if a clerk falls out for any reason whatever there is a general “moving up” and a boy is taken in at the other end. There has been a great increase of lady clerks in Manchester and Salford.

37447. So that as regards the male sex it would be merely the promotion of the younger to take the place of an older man ?—I think so ; except in the case of desk or clerical work young women have been increasingly employed.

37448. I said with regard to the males ?—Yes, that would be so.

37449. With regard to the young women, it is young women taking work which the men have hitherto done ?—Yes.

37450. Is that the same work precisely ?—Yes ; there was a statement in one of the Manchester papers the other day that seemed to me reliable, to the effect that there were over 4,000 lady clerks at the present time.

37451. And the work they do is practically the same work that was done by men ?—Yes.

37452. Of course they do it cheaper and better ?—There are many who say they do it both more neatly and more smartly ; whether that is true I do not know.

37453. And for lower pay ?—Yes.

37454. Under the heading of “Remedies” in your statement, you speak of the remedy of a complete and universal system of registration ; registration of whom ?—I referred there chiefly to the working men. We have two labour yards, a labour bureau, and so forth. Those who apply are interviewed, we use our judgment, the experience of years helps us, but we are always, when we decide, conscious that to a certain extent we have to guess at the right man. If we have 120 or 150 apply this morning (I am speaking of the men now) we try to deal with them ; if by any means we could tell that this man registered in some town was a *bona fide* working man, it would be a very easy matter to deal with the case, much easier than otherwise. I would say that every such man ought at once to have his board and lodging ; if he is a *bona fide* working man looking for work he ought not to be left to be dealt with on the same lines as a tramp.

37455. Do you suggest a complete form of registration such as, I believe, they have in Germany, where everybody working for wages has his book ?—I think it would be a great advantage.

37456. Throughout the whole country, all employees ?—Yes, universally.

37457. All employees ?—Yes. I do not myself see how you are to deal with the classes that you describe as unemployable or loafers unless you have some system of registration. If six men come into Manchester to day and two are loafers, and two are unemployable, and two are decent working men ; those two decent working men have to come into the city exactly on the same level as the others, and take their chance, and go into the tramp ward to be dealt with in the same way.

37458. So that your object is, in a certain sense, to isolate those who are not really respectable working people ?—Yes ; then I think you could begin to deal with them

37459. Would it be beneficial to the classes who are regular workers to have such an organisation ?—I should think so. If a *bona fide* working man walked into the city he would present his card shewing he was a working man, and he would know at once he would be helped for the few days he was seeking for work, and there would be all the greater heartiness in helping him because he is a *bona fide* working man ; it ought to be to his advantage.

37460. What would be the character of the proof of his regularity ; would you have a sort of character from his employer ?—I presume in the last town where he was the civic authority would stamp his card, or give some indication when he leaves the town. We find an increasing number of *bona fide* working men when certain trades are bad. I suppose the only thing you can say is that they are on the tramp ; they are passing through the city seeking work, they have left their wife and children somewhere else ; it seems a great hardship to me that a man like that, who has tried to earn his living and get work, should walk into a city and his only chance be the same as that of any tramp on the street.

37461. I fully understand and sympathise with that, but the difficulty is that those are in an extreme minority compared to the working people who never are shoulder to shoulder with tramps at all. Would your system be such that everybody who was employed for wages would have to have a card, or that he might get a card ?—He might get a card. I would not *compel* him to do so.

37462. Is it not a complete system, then. I rather understood you to say you wished it to be universal ?—No, I think the English working man would rebel against that.

37463. I think so, too ; then it is merely the opportunity of obtaining a card ?—Yes ; if a man is leaving Liverpool for Manchester he ought not to come on chance to Manchester in the hope that he might get work.

37464. What authority would issue or stamp the card ?—We have a Labour Bureau in Manchester at present ; the police visit the Homes, and are able to give their opinion, at any rate, about those who are on the register. Any such visitation authorised by the authorities would help. During the great distress in Manchester about two years ago the men in the employ of the Education Committee, the school visitors, and so forth, did a great deal of the work of visiting the houses of those who applied for relief, and giving their report.

37465. In that case would the card be issued or stamped by some sort of distress committee ?—I would not say so. If the civic authority appointed a committee to act, they surely would be able to arrange some means by which a report would come to them, and the card would at any rate be fairly reliable if they received a report that this man was a householder in their city, and was understood to be a *bona fide* working man.

37466. Would you contemplate an organisation that would be working at all times, whether trade was bad or not ?—Yes, always, so that a man leaving a town or a city could always get his *bona fides* stated.

37467. Everywhere all over the country ?—Yes ; those who deal with such men would be able to ask for his card, and if he said he had not got it, of course we should be sorry we could not deal with him as a *bona fide* working man. It is, however, his look out, he has had a chance which he had not before ; it takes away some of the hardship which I think is prevalent.

37468. I see your point ; but I am trying to get the details a little. Would this authority that could issue or stamp a card be, in effect, an employment bureau ?—Yes ; a universal system of bureaux would answer the same purpose of course.

37469. Does the Manchester bureau work satisfactorily ?—It takes the names ; I am afraid that a very small percentage have really been helped to work ; I think they have found it difficult to secure situations.

37470. Have the working men's organisations fallen in with it, or do they hold aloof ?—I do not think I can answer that question very reliably. I find one difficulty

Need of
registration
of working-
men with a
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ployed.

Need of
registration
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criminative
treatment of
the unem-
ployed.

Extent of
success of
Manchester
labour
bureau.

Increasing number of workers incapable of continuous work.

not mentioned in my Statement in the matter of employment, a matter I have noticed during the past few years more especially, as the result of testing men in our labour yards, and in getting them situations. It is not the unwillingness to work so much as the lack of power to persist in work. So many men seem to be able to work spasmodically; I find increasing difficulty on that point in getting men work, and they do not seem to be able at all to continue long in work.

37471. Would the authority you mentioned be justified in giving a man of that sort a card shewing he was a trustworthy working man?—I should say not; but what was in my mind just then was the difficulty of dealing with such a class and how far any system could be arranged by which such a class could be helped to work. I believe the man is not unwilling to work, but he has lost all habit of regular work; I have found some men of this sort, who, when we have persevered with them time after time, have got gradually into the habit of work; it does not follow that a man of that kind is a lazy man.

37472. But you say he would not be qualified to be given a card?—I do not see how they could give him a card if he had not been in any situation.

37473. If that sort of consideration has to be taken into account, is it not throwing an extraordinary responsibility on the body who issue the cards to say whether in their opinion the applicant is what is generally called a *bona fide* working man? Would it not be very difficult?—Someone must bear that responsibility; and at present it is thrown upon people who do it in a very haphazard fashion, and have very little data to go on for judgment.

The possibility of turning spasmodic into regular workers.

37474. (*Mrs. Webb.*) Is that not a question of treatment? If you have a man who can work, but who has not got the initiative could you not, by putting him into a hospital, so to speak, for that particular disease of not being able to work, treat him in such a way as to cure him?—That is why I mentioned the case. I have a home, a hostel, and a labour yard; and sometimes I find if I get such a man to stay with us, in three months or six months or a year or eighteen months he has developed regular habits of work, and he turns out an excellent man.

37475. He wants curing?—Yes, he wants helping to regular habits.

37476. (*Mr. Gardiner.*) Could you put in any percentages as to the results of your treatment in those institutions you have just mentioned?—I have a dread of percentages.

37477. Could you give us any figures to show how far your methods have been successful?—If the men will give us a chance with them I find that the percentage of those who can be, I was going to say taught to work, and helped to work, is very large indeed. We have about 150 men apply to us every morning, I suppose, and in dealing with them what has surprised me during the last sixteen years in connection with our labour yards is the large percentage of those who are willing to work, and the large percentage of those, if they continue with us, who come to be reliable working men.

37478. You could not put any figures before the Commission in your evidence?—No, I prefer not to do so.

Co-operation between "charitable shelters" and casual wards.

37479. Have you any co-operation, say, with the casual ward?—Yes, the casual ward works with us very well. About six years ago they yielded one point to us. We do not profess to take any men in after noon, we do as a matter of fact in special cases, but for our general working purposes we take them in at noon and work them the latter half of the day; we give any man a chance of turning out at any hour of the morning he likes. He can have his breakfast very early, and go out to look for work. If he does not find it, he can come in again at twelve o'clock, and work again the latter part of the day. He always has an opportunity of turning out every morning and looking for work till eleven or twelve. We find that this method acts very well indeed. We approached the guardians on that point and the manager of the casual ward, and although they did not see their way to do the same, they told us if we sent them a man in the middle of the day they would try to get him work, and let him out early in the morning. In other cases where they found the sort of man that they thought ought not to go into the casual ward, but ought to have

a chance in our home, they have sent him on to us, especially young men of eighteen or twenty; instead of taking them into the casual ward they have sent them to us, and asked us to deal with them.

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37480. You have shelters in Manchester: Church Army, Salvation Army, and so on?—Yes; Church Army, Salvation Army, and our own.

37481. Have you any co-operation with them?—Yes.

37482. Could a man go from your shelter to-night to the Salvation Army shelter to-morrow?—He does as a matter of fact, but in very few cases indeed; fewer in the case of the Church Army than the Salvation Army. The Church Army have a large labour yard there, and deal with them very much as we do. I do not know that I could state this positively, but I should say that in the case of the Salvation Army they take few destitute men in and give them bed and food simply for work; I think in almost all cases their beds are charged for. The Church Army takes the destitute man and gives him bed and board for his work, we therefore get fewer from the Church Army, scarcely any.

Question of migration of men between various charitable shelters.

37483. Do you find the bulk of your men are married men?—No.

Small proportion of married men among Manchester unemployed.

37484. They tell you they are not married, I suppose?—Yes, and when we follow up investigations we find they are not.

37485. A large proportion of the inhabitants of common lodging houses are married, are they not?—You begin to suspect so when you enquire, or that they ought to be.

37486. So far as you know, in your experience, the bulk of your men are single men?—Yes, the majority. Last month, as far as we could find out, we had sixteen married men.

37487. Out of what number?—Out of 350. I do not say there were not more, but that was as far as our investigation showed.

37488. (*Mrs. Bosanquet.*) When you speak about the increasing employment of women, do you mean women are now working who used not to work for their living?—You do not mean the same women; an increase of women for male labour.

Question of the substitution of female labour.

37489. Yes?—There is a great increase of labour amongst young girls now, amongst girls who used to stay at home, or enter domestic service. There is a great increase of desire on their part to labour in the city, in a restaurant, warehouse, or shop.

37490. You mean the girls whose people could afford to keep them at home?—No, I should not say that.

37491. So they would have to be working somewhere?—Yes.

37492. Is there an actual diminution in the number of male clerks in Manchester?—I am told so. I have only the figures given by the newspapers at stated intervals. I have no other means of judging, except by the records of our own labour bureaux.

37493. I suppose the census would tell us that. It would be very striking if there were an actually smaller number of male clerks employed, or do you merely suggest there are more lady clerks?—On the face of it I should say that with the increased trade and population of Manchester there must be need for a much larger number of clerks than there was, say, six or ten years ago, so that it does not follow the number of lady clerks coming in has ousted many men, although on the other hand, from the testimony of the clerks themselves, I should say they feel the competition very seriously indeed. There has been a correspondence recently on this very point in a Manchester newspaper which confirms the interviews I have had with clerks who assert that they are feeling very severely the competition.

37494. Has there been any attempt to organise the trade so that the women should not take a lower wage than the men for the same work?—To organise the clerks?

37495. Yes?—I do not think so.

37496. That would be a very practical way of meeting it, would it not?—Yes, but I think the clerks would find some difficulty in getting any organisation that would in any way answer their purpose on that point. The young woman is smart; they tell me she is very punctual, and

The Rev. S.F. Collier. she is very neat; she can come for a lower wage, and when they compete with the male clerk for a situation he is a loser really.

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Growing feeling against educating boys solely for clerical work.

37497. It is the question of the lower wage that cuts him out really?—Largely so, but I have asked several employers, and they tell me they much prefer lady clerks.

37498. It is possible the work may be more suited to women than men?—Perhaps so. A great many have told me so. They are quicker, neater and smarter in every way at the desk than the average clerk.

37499. Do you think there is any movement in the schools to turn out boys not so suited for clerks and more suited for other work?—Yes, I think there is a feeling in our own city, and as far as I can tell in other cities too, that something must be done to get the boys in other walks of life than driving a pen.

37500. Have you any experience which shows whether the boys all try for this at once or whether they do try for other branches of work?—I think during the last two years where there used to be a tendency to seek the employment of the desk, both parents and boys seek it less. They are beginning to see that a trade is better for the boys.

Question of the substitution of female for male labour.

37501. (*Mr. Booth.*) Are the girls and women who find employment as clerks drawn from a higher class than those of the male sex with whom they compete?—I do not think so.

37502. They would be the sisters and cousins and so on?—Yes, and a large number of girls, of course, who have had the advantage of the education of the last ten years are no doubt in many ways better equipped than the men they displace who are twelve years older now than they are. That makes a lot of difference.

37503. As compared with young men of the same age would the young woman be better educated; would they have taken more advantage of their chance of education?—I do not think so. I think there is possibly some truth in what some of the employers say, that the young woman of eighteen or nineteen often does her work more steadily and more smartly than the young man of eighteen or nineteen. She, perhaps, has not the attractions out of doors for whiling away her time.

37504. So that they may supersede older people because they have had better education, and the younger people because they are more steady?—I think so. I find increasing preference for the young women at the desk.

37505. (*Mr. Chandler.*) Following that question up do you find that this attraction of labour for girls is largely due to the liberty that they get in the evenings, etc.?—I suppose it would be.

37506. Do you not find that there is side by side with that a great outcry that domestic servants are very hard to get?—Yes, that is a great difficulty, of course.

37507. So they must have been drawn, as it were, from that occupation largely?—Yes, as you say they have their leisure, and some money in their pocket, dress as they like and do as they like pretty much.

37508. Generally they seem to prefer it to domestic service?—Yes.

Class of men applying to charitable labour-yard.

37509. You deal with very large numbers of destitute and unemployed men. From what class of men are they as a rule; what trade are they supposed to be drawn from?—That much depends of course on the state of trade. During the last six weeks say we have had an increasing number of brick setters, or brick layers, because the building trade has been very bad. It very much depends on the condition of various trades.

37510. Your experience I presume would be somewhat different to the casual wards as to the character of the men you get?—I think so. I think our labour tests weed out for us the applicants. If a man comes to us he knows he will at once be asked to do some work, and thus the men who are not prepared to do that pass our doorway largely.

37511. Again a *bona-fide* working man, hard up I will say, seeking work in Manchester, would look to your institution for a night's shelter in preference to the tramp's ward?—Certainly.

37512. Therefore you would get a better class coming to you?—Yes. Our tramps' ward I am told will accommodate about 1,000, but they have about 200 in it.

37513. Is it not more than that?—That is the report given me last week by the manager.

37514. Are there many natives of Manchester apply to you, unemployed men?—Yes, householders largely; of course they do not enter our home. If we cannot find them a situation immediately they may work in our labour yard, but they do not come into our shelter.

37515. You have a special labour in your yard, I Building understand, which was introduced by yourself apart from wood chopping?—Yes. wrecking and old-metal crushing as

37516. Could you tell us something of the nature of that labour?—We send men out for pulling down old buildings, and so forth. You refer I suppose to the extra labour yard we have put on? work for the unemployed.

37517. Yes?—We gather all sorts of scraps from the Corporation tips and so on: all the old tins, lobster tins, biscuit tins, and so on: we gather galvanized iron and enamel ware, and anything of that kind, and bring it into the yard and then instead of using machinery, for the sake of providing labour, we employ men to crush it into the smallest compass possible. It is then closely packed, trucked off to various places where they are willing to buy it. We use this labour yard, as much as possible, for householders who apply to us for work; if we are not quite sure of them, sufficiently sure to help them directly with food, we send them into this labour yard as a test. They work there and we give them a special wage for it. Meanwhile our agents are trying to secure situations for them.

37518. Does your tin trade, from a business point of view, cover expenses?—It meets current expenses. It has been working about two years, and during that time it has found—I do not mean different men of course—13,000 men labour one way and the other.

37519. (*Mr. Loch.*) With regard to the labour test you referred to, in what does it consist, a certain period of work, say some hours in the day?—Yes, from half-past one to half-past five. Labour test regulations, etc., at charitable "shelters" in Manchester.

37520. If a man works a day, what do you do the next day; is he allowed to come back, or not?—Yes, he has three meals and his bed, a *bona fide* bed, a bed I could sleep on myself, and he can turn out any time he likes in the morning. He can be called at any hour he likes and get to the Corporation gates, the Ship Canal gates, or anywhere else where work is likely to be found. If he cannot get work he can apply again at half-past eleven or twelve.

37521. He is in the position of having a few hours in the morning to go out and seek for work, and then come back?—Yes: if we know of work going on we send him out with a note.

37522. Is there any limitation as to the time he stays with you?—No, the limitation is largely dependent upon himself. If he shows that he means business and is really anxious to get work and is a workman, we stand by him. Some of them find a job after being helped one or two nights.

37523. Do they get a job like that and come back?—Yes. We have been very well satisfied with the way the men have tried to earn a little themselves. Perhaps a man will stop to-night and be off to-morrow morning; he may only be capable of odd jobbing, but it is something; that helps him over six or seven days: he will then come and take his bed with us. For instance, when the snow was on the ground the Corporation needed a lot of men. The Manchester Corporation employed over 11,000, I understand, and we were really almost short of workers in the labour yard; they rushed to this business of removing the snow, but they came at night and put down their money for a bed. We have one section for lodgers. We receive destitute men, board and lodge them in return for work. When they obtain a situation, we help them for the first week until they receive their wages. Then the man becomes a lodger on the other side, and by staying a little with us he gets strengthened. We often have men say they do not want to go; they feel safer where they are. I do not know whether it would interest this Commission, but I wrote to several towns where they employed men for removing snow to ask the authority how many they had employed; whether they got as many as they wanted; whether the men were willing workers and whether they were pleased with the Habits and habitat of snow-cleaners employed by municipalities.

class of man they got. I was myself very much interested in the answers. It was at any rate one way of testing the matter. The authorities wrote saying that they got as many as they needed, some still remaining evidently unemployed, and on the whole they were very willing workers indeed. A similar answer was given by Mr. Williamson of the Manchester Department: he said he employed 11,000 men: there were some who were not capable of doing that very tiring work, but they were willing workers none the less.

37524. The tendency then would be to create in your institution a sort of home for casual working men?—Yes.

37525. A more or less permanent home?—Yes. I daresay we have fifteen to twenty men who may have been with us two or three years, but that is very rare.

37526. Is it your suggestion that similar homes should be started in other places for what you call registered working men?—I presume unless you could utilise the institutions that are at present existing, you would have to do so in order to meet the need.

37527. That is your scheme, is it not, to have such homes?—Yes, to have such homes either those existing or to be erected.

37528. With regard to individual cases, have you ever made notes about any particular men, watching them to see how far they improve, or anything of that kind?—Yes, we interview every man who comes to us, privately. Notes are taken and the after-history is recorded as far as possible.

37529. Would your book show how far you had got men who seemed only able to work occasionally to work permanently, take a step up?—Yes.

37530. Men would have been long enough in your employ, so to speak, to ascertain that?—Yes, I have had some men in our employment quite a year or eighteen months, and in some special cases more.

37531. Have you notes as to what becomes of the men that leave you?—Yes, as far as possible we keep in touch with them: I do not think we can keep in touch with a man as closely as we can keep in touch with a woman who passes through our refuge and home for women. We seem to be able to keep in close connection with them better than the men, and learn where they are placed in situations and follow them more easily.

37532. In the case of men would you have notes of, say, 100 cases?—Now?

37533. Yes, showing what they had done; where you have been able to trace them for six or eight months afterwards?—In 300 cases I should say.

37534. Complete cases?—Yes, quite. In Manchester a few score are married and settled down as householders.

37535. You have not set out in any form the return at present?—No, but I could get it arranged easily enough.

37536. It would be a fair history if we could see the books?—Yes. The books have been seen, I think. There was a Committee of this Commission, or some similar Committee last week looking through the books.

37537. If you could let us see the books themselves, if they are not actually in use, they might show very clearly exactly what there is to see. The volumes not now in use might tell the story, might they not?—No, it could not be done in that way; I should have to take the record out from two or three books.

37538. If you could collate 100 cases, or something of that kind, it would be interesting; so many men and so many women?—I shall be glad to do it.

37539. (Mr. Booth.) If the cases are taken as they run, a substantial number like 100 would give us a complete picture, would it not?—Yes.

37540. Would it trouble you very much to do that?—I do not think so; I will get it done when I return. (See Appendix No. V. (A).)

37541. (Mr. Loch.) With regard to the police enquiries in unemployed cases, I understand that at Manchester the system has been that the police should make the enquiries?—In the time of distress some two or three years ago the educational officers also helped in the matter.

37542. Do not the distress committee now have the enquiries with regard to applicants made by the police?—Yes, those on the municipal labour bureau list by police-men in plain clothes. *The Rev. S.F. Collier.* 22 Jan. 1907.

37543. (Mr. Patten-MacDougall.) You told us that sixteen out of 320 were married?—I said that a week ago I asked how many married men there were in, and they said sixteen that they knew of. Proportion of married men applying to charitable shelters."

37544. That was on a single day; out of 320?—Yes. When I say that it is sixteen that they knew of, I think in answering the question I said that there might be many that we did not know of, because there would be at least 120 taken in that morning, and investigation would be impossible for the moment; we had only their word for it.

37545. What I wanted to ask was what was the average age of the 320?—In the Report given at the last committee the average age was thirty-three to thirty-six. I think that was the average age in the month of December. Ages of men applying to charitable shelters."

37546. Therefore the large majority, I take it, would be under fifty?—Yes.

37547. (Sir Henry Robinson.) When you speak of an increase in the employment of women throwing men out of employment, do you mean it gives fewer openings to young men about to start life as clerks, or do you mean it means men who have been clerks during the greater part of their life being thrown out?—In the case of men who have been thrown out of employment, or compelled to leave; young women have taken their places; men have not been employed in the same position. Substitution of female labour.

37548. What are men who are thrown out of employment as clerks fit for; have you any other opening or work for which they are fit except clerical work?—Very little. It is a painful business. It is almost impossible to get them into anything. Difficulty of providing work for unemployed clerks.

37549. So that they would scarcely be men who would be employed by the ordinary relief organisation?—No.

37550. Are many of them quite destitute when they are thrown out of employment. Are men of that class absolutely without any means?—Yes, a large number, and it comes to this, that they take clerical work at a very low rate; they are compelled to take work at a wage which is not half that which they used to receive.

37551. So the effect of it is to lower wages all round?—Yes.

37552. Do many of them emigrate when they lose their position?—The only way I could answer that question is that during the last year I have had an increasing number applying to us to advise or assist them to emigrate. Emigration for unemployed.

37553. To what colony?—To Canada.

37554. Is there any association, or is there any organisation for assisting them when they are out of employment?—Not that I know of.

37555. Does your Manchester and Salford Mission assist them to emigrate at all?—We only guide as to emigration, and sometimes we assist a special case, but we have not taken organised parties ourselves.

37556. Do you know whether there are good openings for clerks in Canada; I mean of that class?—When I was over in Canada in September I found that they wanted very much the men we want here; smart and good.

37557. How does the rate of pay compare?—They get a better wage than we do here. Of course rent and clothes, and some other things are more costly. A labourer I should say would find plenty of opportunity a large part of the year in Canada.

37558. (Sir Samuel Provis.) With regard to your suggestion that there should be a registration of the persons wanting work, do you contemplate that that is to be universal all over the country, or only in large towns?—I do not know that it would be necessary in every small place to have a bureau. A district could be arranged comprising a market town and some villages. A man would gain by having the opportunity in leaving his native place or district to carry with him his character. Proposed optional registration of working men.

37559. Do you think it would be practicable in places other than large towns to set up an organisation of that kind?—I do not see why not.

The Rev. S.F. Collier. 37560. Who do you propose should form the registration authority?—I do not know that I could advise in the matter. I have heard it discussed with such difference of opinion on committees that I do not know that I hold a definite opinion myself.

Unpopularity of existing labour bureaux. 37561. Do you contemplate some existing local authority, or something fresh?—I would create something other than there is at present. I think that at present these labour bureaux I know anything about have some touch of "charity" in them. I think a working man shrinks from that.

37562. They do not exist all over the country, or anything like it?—No.

Proposed optional registration of working men.

37563. You have not quite thought out how it would work in rural areas perhaps?—I have heard that discussed in a committee which I was on: we came to the conclusion it would be possible, whilst having such registration in the cities, also to have it in districts, that would practically answer the same purpose for a population say of 5,000 or 6,000.

37564. Did you consider at all how far it would be possible to make the test, before a man was registered, uniform?—I do not think that you could do anything more than say that that man had been a householder in the place, and he seemed to conduct himself in such a way that he was considered worthy.

37565. When you say conducted himself in such a way that he was considered worthy, it is only a matter of opinion; it is not an actual fact but a matter of opinion, and therefore opinions might differ in different places, might they not?—But I do not think there would be any difficulty in a proper authority finding out in a reasonable area whether a man is the kind of man that the country ought to support in this matter of board and shelter till he finds work, or find work for him.

37566. Do you not think the standard or test would be different in some places to others?—Certainly; some committees would be severer than others.

37567. That would be rather a difficulty, so that the card the man produced might have been a card given by an easy committee or by a strict committee?—I quite understand that. My difficulty is that at present you not only have no information, but the utmost difficulty in getting any information. You get ten men who apply to you, and say they are honest workmen and want work; you have got to get them into your labour yard, put them into a home and begin to try and find out something about them; it is a lot of waste time and energy, and anything which would save that and give the information would be welcome.

Question of remunerativeness of work provided for unemployed.

37568. (*Mr. Lansbury.*) Do I understand you to say that the 13,000 men who have gone through your tin works earn the wages that are paid them?—It depends; some of them go into the home and shelter and they would get their board and lodging and some odd pay, but it is in the case of the married men that we should pay them as workmen.

37569. What I meant was, does the value of the work when it is done produce the wages; is there a profit?—You mean is it subsidised at all?

37570. Yes?—It is not subsidised except in this way, that the working capital and plant was found, but so far the labour has met the current expenses.

37571. And the money that is paid the man and his wife?—Yes.

Substitution of female for male labour and its causes.

37572. With regard to women, did I understand you that the employers tell you they are better adapted for the work of clerks, and that sort of thing?—I said that a great many employers I had consulted frankly said that they preferred them.

37573. And they paid them better wages than the men, I suppose?—I should not say that.

37574. You would rather think if they were so much more valuable that they would be paid better wages?—I do not think that follows at all.

37575. Then it follows that a woman can give so much better value to the employer than a man and she gets less

wages?—Yes, I suppose that is the conclusion, for certain kinds of work the only conclusion you can draw.

37576. Therefore the bottom fact of it is that the woman works cheaper?—Yes, decidedly.

37577. Therefore she gets the job, of course?—Yes.

37578. She is able to work cheaper because of her less responsibilities very often?—Yes, and does not look forward to the same promotion in wages that a man does.

37579. And she displaces men who have the responsibility of families and that sort of thing?—Yes.

37580. (*Mr. Phelps.*) With regard to the labourers who stay almost permanently at your home, in the case of the people who are there for a year or more, what is their motive for staying?—We, generally speaking, have been the means of their getting work, and afterwards they tell us that they feel safer, under our supervision. A large number of these men, when they get money, are liable to fall by drink. The man prefers to stay where the people are deeply interested in him, and feels for the time at any rate safer.

Reason for permanent cases at charitable "shelters."

37581. They feel support?—Yes; every man who is on the staff of our home has come through the same mill himself, he has come from the bottom and he is interested in those who are coming up.

37582. What part does religion play in the administration of your homes?—It supplies a very important part, but we go on the principle that attendance at anything like a religious service is entirely voluntary. There is what we call family prayers in the home every night, but no man need attend, and if he does not attend our treatment of him is the same. For a few years we were accustomed to see a far larger number standing outside than coming in; they would often go into the street while the service was on, but the majority join us now, practically all. We have a concert room open every night and a library and so forth. There is plenty to interest them in the evening.

Extent and value of religious element in administration of charitable "shelters."

37583. With regard to the helpers who are engaged in the work there, would they be people who are actuated mainly by what we may call religious motives?—Yes, humanitarian and religious. A large number of friends come every night from six to ten in these rooms set apart for recreation and educational purposes, and give their services.

37584. What I want to lead up to is this, do you think that an establishment such as yours would be possible unless it were worked on a religious basis?—I do not think it would, because I think that gives a heart to the thing. That is where we differ from the corporation lodging-houses or anything of that sort. When we compare notes with others, I certainly find that whilst the buildings and the arrangements are good, yet the whole thing becomes somewhat mechanical, there is a lack of the interest in the individual that there is in such a home as ours, staffed as ours is.

37585. That would be even more true with regard to the female side than the male?—I do not think so, it is much the same. Of course our men's home is a much larger one than the women's. We only take about sixty-five women. I instituted that largely as a receiving home because I found plenty of homes of a certain order, rescue and others, where women or girls stay for a lengthened period. They will not take them unless they promise to stay. In working on the streets if our workers came across a young woman and they asked her would she like to leave the street life she would turn on her heel the moment "home" was mentioned, because she thought it

meant imprisonment or detention. So I instituted the receiving homes, and we said at once "We do not want to make terms, if you come there you will find shelter and friends; you can go out to-morrow morning if you like;" and I found out by having the open door in that way they came in the first night and were glad to do it, and would perhaps stay the second and third and so on, and after five or six days they would begin to confide in you, tell you what their name was and tell you where their mother was. Thus we were able to arrange for each case according to their individual need, to send them to their friends or to situations or to the rescue or preventive homes. I find this receiving ward a great gain in helping workers to bring them in first, especially the fallen women.

Value of charitable maternity home and hospital.

Charitable maternity home and hospital.

37586. What are the rules of your maternity home?—We take applicants in and keep them in the home part until they enter the hospital.

37587. Do you take married people?—No.

Prevalence of mediocrity or incompetence among working classes a cause of unemployment. 37588. Only single?—Yes. Might I mention one fact that has escaped me; I am impressed with one factor that seems not to be taken into account as it ought to be in the matter of this big question of the unemployed, and that is incompetency. I find (I do not know whether it will be so in the younger generation we are going to deal with) that so many men and women are not competent for their work, and can be so easily dispensed with. If anything could be done by those who have to consider this matter and who have to deal with the young to get this question of competency more thoroughly dealt with it would be a big contribution to the whole question; thousands of workers can be sent adrift to-morrow if any difficulty occurs; they can be dispensed with so easily and so easily be replaced.

37589 (*Mr. Booth.*) When you say they can be dispensed with you mean they could be replaced very easily?—Yes, they are kept on largely out of kindness.

37590. It does not follow that they are not useful, but that there are other who can be equally useful, who can be easily got?—Yes. In sending these men and women to a situation, so often you have to ask the employer practically to try them and keep them on, and there has to be some idea of charity, which does not often enter into a business man's ideas and cannot very well now in the competition of to-day.

Extension of "half-time" system as a remedy for unemployment. 37591. (*Mrs. Webb.*) Do you think one of the causes of that is the period between fourteen and twenty-one, which is allowed to go to waste very often?—Certainly.

37592. Supposing you could have a half-time system from fourteen to twenty-one, that all boys were under training for half their time and most of their leisure, do not you think you would do away with that to a great extent?—In some measure; of course it would have to be compulsory.

37593. Yes compulsory half time from fourteen to twenty-one?—And compulsory training.

37594. Physical training?—Yes, that ought to be part of the training. Of course, the doing away with the apprenticeship system is largely responsible for incompetency in later years.

Prevalence of mediocrity or incompetence among working classes a cause of unemployment. 37595. (*Mr. Booth.*) What I want to get at is whether the meaning you attach to incompetency is that they are not specially competent. You might have, I do not say it is so, a super-abundant number of persons who are competent up to a certain point, and in that case any of them could be replaced, and then your definition of competency would seem to be specially competent?—No, I do not mean specially competent. I mean in the case of a domestic servant, or a man who is a gardener or a joiner, you try and get him into a place, he is out of work. As far as we can see the man himself is right, he is as good as many men, and a great deal better than many. You get him a situation, but the man tells you at the

end of the week quite frankly, "I do not want the man, I can do without him," and you have to plead and say "try him." It is a big difficulty. I say this to show that in the case of many of these men, it is not, as some people seem to think, lack of character; it may be lack of backbone in some cases, and in that way lack of character, but they are not drunkards or loafers. They look at it as a hardship, they cannot understand they are not as good workmen as other people; they are continually producing testimonials to show that they are striving to do right and work well, but they are poor tools at the best.

37596. (*Mr. Loch.*) Do you think that the education up to the age of fourteen is what is likely to fit them for taking a better place?—All education ought to help them, but when they leave at fourteen they snatch at the first thing that comes; the girls go to be waitresses in a restaurant, or the boys to anything else that means nothing to them in future years, and at nineteen, twenty, or twenty-two they have little chance.

37597. Then we have the paradox of a greater difficulty with regard to these incompetent men growing up in face of the larger public expenditure on education?—Perhaps so, because so many doors are open now to what you might call casual labour where entrance is easy, and an immediate wage is an attraction to parent and child. But there is the fact that the education might be of a more practical industrial character.

37598. It is altogether outside any question of public teaching after fourteen, it is a question of the home?—Yes, there is a question of the home, but, as Mrs. Webb suggested just now, some compulsory training would be an advantage and certainly industrial consideration ought to enter into school-life.

37599. (*Mr. Lansbury.*) Is not the great difficulty in getting boys apprenticed to trades, I mean apart from the question of the parents' willingness or the boys' willingness, that there is an increasing disposition not to have apprentices?—I do not think I could answer that question with any reliability.

37600. Is it not also that industries are becoming so organised now from machinery right up to the human being, that many boys and girls are merely little automatic machine minders?—That is true.

37601. And that the education we have spent so much money on is really sterilised between the ages Mrs. Webb mentions, because of the occupations being so organised?—Yes.

37602. There is nothing to develop the boy or girl at all?—No.

37603. It simply stunts them all the time?—Yes, therefore the need of early training for industrial life. A good deal of the education of an ordinary boy now is practically to fit him for what you might call desk work; he is taught to write a letter or read an address or take a message, but his education, unless he is going in for scholarship, ought to be on lines which would enable him to continue at evening schools or technical schools, some training that will help him and fit him for his work in life.

Dr. ALFRED GREENWOOD, called; and Examined.

37604. (*Mr. Booth.*) You are medical officer of health and hold other offices at Blackburn?—Yes.

37605. We will take as your evidence-in-chief the memorandum you have been good enough to prepare, if you will kindly hand it in?—Certainly. (*The Witness handed in the following Statement.*)

1. I am at present holding the following appointments in the County Borough of Blackburn, Lancashire.

(a) Medical Officer of Health.

(b) Medical Superintendent to the Fever and Small-pox Hospitals.

(c) Medical Officer to the Education Committee.

(d) Lecturer in School Hygiene, Advanced Hygiene, and Advanced Physiology at the Borough Technical School. I am also President of the North-Western Branch of the Incorporated Society of Medical Officers of Health.

2. I have been the Medical Officer of Health in Blackburn for five years.

3. Between the years 1895 and 1902 I held the following appointments:—

(a) Clinical Assistant to the Cancer Hospital, Manchester.

(b) House Physician to the Royal Infirmary, Manchester.

(c) House Surgeon, and Visiting Medical Officer to the Hulme Dispensary, Manchester.

(d) Senior Resident Medical Officer to the Union Infirmary, Salford.

(e) Medical Officer to the out-patients of the Children's Hospital, Manchester.

(f) Assistant to the Medical Officer of Health for Stockport.

(g) Medical Officer of Health, and Medical Superintendent to the Fever and Small-pox Hospitals for the Borough of Crewe.

Dr. A. Greenwood.

22 Jan. 1907.

Dr. A. Greenwood.
22 Jan. 1907

4. In these varied appointments I have had considerable experience in medical treatment of all classes of patients in institutions and at their own homes.

5. I wish to state that I am expressing my own views, which are not necessarily those of my Committee.

Municipal medical assistance of the poor in Blackburn.

6. Measures for the medical assistance of the public in Blackburn as carried out by the health authority are associated with the following:—

- (a) Compulsorily notifiable infectious diseases.
- (b) Voluntarily notifiable infectious diseases.
- (c) Visits to homes where births have occurred.
- (d) Distribution of diarrhoea handbills.
- (e) Systematic house-to-house inspections apart from the above.
- (f) Other special investigations, *e.g.*, Underfeeding.

7. For the most part the above measures are adopted irrespective of the test of destitution. Indeed in my work as medical officer of health I do not consider whether a person is a pauper or not.

8. In addition to the above, as Medical Officer to the Blackburn Education Committee I examine each year upwards of 400 children specially referred to me for medical examination by the school attendance officers.

COMPULSORILY NOTIFIABLE INFECTIOUS DISEASES.

Gratuitous municipal provision for notifiable and other infectious diseases at Blackburn.

9. Practically all cases of scarlet fever, enteric fever, and diphtheria, are removed to the fever hospital, where they are maintained free of charge. Their belongings and homes are also disinfected. No charge is made to any patient or any patient's relatives, whatever his circumstances may be.

10. The fever hospital is maintained from the general district rate.

11. These cases are removed to hospital with the objects of preventing the spread of infection and of nursing them satisfactorily. Many cases recover in the Blackburn Fever Hospital each year who could not receive proper attention at their own homes.

12. Also all cases of infectious disease admitted from the Wiltshire Orphanage, an institution outside Blackburn, to the Blackburn Fever Hospital, are removed and maintained free of charge on the ground that the majority of children at this orphanage are Blackburn children. The same also applies to cases from the cottage homes of the guardians. All cases of small-pox occurring at the Blackburn Workhouse are removed and treated at the corporation small-pox hospital.

13. If any case of scarlet fever, enteric fever, or diphtheria is not removed to hospital, one of my inspectors visits the house weekly, and oftener if necessary, in order to ascertain if isolation of the patient is satisfactory. Definite printed instructions are left at all these infected houses and advice is given verbally when necessary.

Diphtheria.

Free supply of diphtheria antitoxin at Blackburn.

14. On my recommendation the Health Committee have authorised me to supply free antitoxin for all cases of diphtheria occurring amongst the poorer rate-payers. This has proved a valuable measure, and is appreciated by medical practitioners and patients. A supply is kept at the fever hospital, each of the three police stations, the health office, and my residence. During the last twelve months 133 tubes of antitoxin, representing 532,000 units, have been supplied to cases of diphtheria. This is exclusive of what has been used at the fever hospital. As a matter of fact I supply antitoxin for every case of diphtheria when the medical attendant requests it.

Proposed free supply of serum against puerperal fever. Payment by municipality of cost of returning fever hospital patients to their homes.

15. Also I am in favour of a sanitary authority supplying free the serum for cases of puerperal fever.

16. When patients are discharged from the Blackburn Fever Hospital to their own homes it is customary for the parent or guardian to bear the cost of removal. In order to relieve the poorer cases of this expense the following resolution was passed by the Health Committee in May, 1906:—"That the medical officer of health be authorised at his discretion, to pay cab fares for necessitous cases when the patients have been discharged from the fever hospital to their own homes."

17. In this instance necessity is the test.

Small pox.

18. I am of opinion that the administration of vaccination should be transferred from Boards of Guardians to Local Sanitary Authorities. During outbreaks of small-pox sanitary authorities are responsible for removal of patients to hospital, administration of that hospital, disinfection, etc., and yet an important preventive measure, such as vaccination, is in the hands of another body who have not the same experience or interest in preventive measures generally. Indeed vaccination is the only preventive measure against small-pox which is not in the hands of the sanitary authorities.

Proposed transfer of vaccination administration to sanitary authority.

19. During an extensive outbreak of small-pox in Blackburn in the years 1902 and 1903 the Health Committee empowered me to appoint four additional inspectors whose duties consisted in making house-to-house visitations in infected districts.

Special inspectors appointed by sanitary authority in small-pox epidemic.

20. Under Section 14, Schedule 4, of the Vaccination Order, 1898, this appears to be a permissive duty of the Board of Guardians.

21. During the same epidemic also I supplied on behalf of the Health Committee all the provisions for a very large number of people including common lodging-houses, and private houses, during the time I kept them quarantined. In some cases wages were paid when it was considered advisable. The above measures had no pauperising effects.

Quarantine persons supplied with food and wages by sanitary authority in small-pox epidemic. Diagnosis of small-pox cases by medical officer of health.

22. Moreover, I see personally every reported case of small pox before it is removed to hospital, although diagnosis of infectious diseases for another medical man is not part of the duty of a medical officer of health. In this way certain cases reported as small-pox were not removed to hospital because the diagnosis proved to be chicken-pox. On the other hand, some cases reported as chicken-pox were found on visit to be small-pox, and were removed to hospital.

23. I have made several suggestions for preventing the spread of small-pox to the Blackburn Board of Guardians which they did not see their way to adopt. This was, probably, in some degree due to the fact that, as the Executive Health Officer, I stood in no relation to the board responsible for such measures. If I had been able to place these recommendations before the body with whom I am in constant touch, and to whom I am responsible, I have not the least doubt that such recommendations would have been accepted.

Blackburn Guardians refuse to adopt recommendations of medical officer of health as to small-pox.

24. I have no hesitation in declaring that in my opinion vaccination as a preventive measure against small-pox would be carried out more efficiently by local sanitary authorities than by boards of guardians.

Vaccination administration should be transferred to sanitary authority.

VOLUNTARILY NOTIFIABLE INFECTIOUS DISEASES.

25. *Phthisis* is a voluntarily notifiable disease in Blackburn. Notified cases except those intimated to me privately by the medical attendant are visited by my medical assistant, particulars obtained, and advice given as to disposal of sputum, hygienic precautions, etc. Cases of phthisis are often reported when it is too late to adopt any curative measures, and many of them have drifted to the workhouse. During the ten years 1895 to 1904, 13·3 per cent. of the deaths from phthisis in Blackburn occurred in the Blackburn workhouse.

Provision of sanitary authority against phthisis in Blackburn. Proportion of deaths from phthisis occurring in workhouse.

26. I receive regularly from the head teachers of the fifty-two public elementary schools notifications of measles, whooping-cough, chicken-pox, mumps, ring-worm, scabies.

Medical officer of health notified by teachers as non-notifiable infectious disease.

27. Cases of measles, etc., are visited by my inspectors, and where necessary medical attendance is advised.

28. Very great attention is given to this point.

FEEDING OF INFANTS.

29. Between 1897 and 1905 inclusive, 11,208 visits have been paid by my inspectors to homes where births have occurred. At these visits inquiries have been made as to the method in which the infant is fed, suitable advice given, and insanitary conditions remedied. This work is already showing good results by the increased number of children who are fed from a bottle of approved

Work of sanitary authority as to nurtured infants.

shape instead of from that "abomination," known as the long-tube bottle, *i.e.*, when artificial means of feeding are employed.

30. During the summer months of each year visits are paid by my inspectors to all the poorer houses of the town, and verbal and printed instructions are given as to the measures which will tend to prevent summer diarrhoea.

CO-OPERATION BETWEEN POOR LAW AND PUBLIC HEALTH OFFICIALS.

31. This does not appear to be so close as it might be. In my own experience only one Poor Law medical officer has called my attention regularly to various insanitary conditions which he has discovered in his work.

32. I have frequently sent cases to the relieving officer who were in need of relief. Also as a result of visits by my inspectors unvaccinated children are found who are notified immediately to the vaccination officer.

33. During the small-pox epidemic referred to before, I sent each day to the workhouse master a list of all new comers to each common lodging house in the borough.

REGISTRATION OF BIRTHS AND DEATHS.

34. I believe that it would be of great advantage if Registrars of Births and Deaths were responsible to local sanitary authorities. It would thus be possible for special information to be obtained when necessary, and classification would be more complete. Also if these registrars were sanitary officials there would be additional facilities for educational purposes in reference to persons registering births.

35. It is probable that sanitary authorities would have administered the Registration Act if they had been in existence when that Act was passed.

UNDER-FEEDING AMONGST THE SCHOOL CHILDREN OF BLACKBURN.

36. During the summer of 1905 I conducted an investigation with the object of ascertaining the extent to which underfeeding occurred amongst Blackburn school children at that time, and a number of interesting facts came to light which have an important bearing upon the social habits of the working classes of the borough. Information as to addresses was given by school teachers, school attendance officers, police and others.

37. Special attention was paid to streets with the prefix "back." In all 540 houses were visited, so that the home conditions were investigated also. I submit my full report on this subject. There are five voluntary agencies in Blackburn for the provision of meals for children attending public elementary schools. At many schools also, individual efforts are made by the teachers to provide food and clothing for necessitous cases.

38. A liberal estimate of possible cases of underfeeding was taken, as children from the ages of three to fourteen years were included, and as cases were also included in which underfeeding was probable during certain conditions, such as bad weather, etc., and I calculated that not more than 1·3 per cent. were underfed.

39. During my inquiries I was impressed by the fact that considerable waste occurs in many homes through lack of knowledge as to cheap, nutritious, articles of diet, and economical cooking. In other words "the money might be made to go further" in some families. It was found that underfeeding was associated frequently with a dirty condition of the body, and with insufficient clothing, although this was not always the case.

40. In a number of cases the parents were unwilling to apply for Poor Law relief, and others had suffered considerably before asking for such relief. In several instances the parents had denied themselves food rather than the children should be without. The struggles of certain families, some successful, others unsuccessful, to "hold their heads above water" were most praiseworthy.

41. Regarding the Blackburn cases of underfeeding the causes might be divided into those causes which are

beyond the power of the parents, and those causes which they can avoid.

42. Amongst the causes beyond the power of the parents which transpired during my inquiry may be mentioned the following:—

Ill-health of the father, who is in many cases the only bread-winner. In some cases the father was a cripple either through accident or disease, and in other cases the father was suffering from diseases such as phthisis, diabetes, heart disease, etc. This condition is rendered worse if there is a large family of young children, and in many cases the mother is compelled to earn money either by washing or in the mill. It would therefore appear desirable and just that the relief of certain genuine cases should not involve pauperisation of the parents.

FUTURE WORK.

43. I am of opinion that the primary functions of sanitary authorities should be the prevention rather than the cure of disease.

44. There are still so many problems which require investigation by medical officers of health in the prevention of disease, that I believe their present work should be extended in this direction rather than in the cure of disease individually.

45. There is no doubt that the Public Health medical service is extending enormously. A recent development to which I have given considerable attention is the Medico-Educational work in public elementary schools. The Blackburn Education Committee will appoint this month a medical assistant to myself whose whole time will be occupied in the medical inspection of school children. The administration of the Midwives Act is another instance of a recent extension of the above service.

46. It is possible that in the future there will be an extension of the Infectious Diseases Notification Act, so that such other diseases as cancer, pneumonia, and diarrhoea may be included. Indeed I am asked by the relatives frequently to disinfect a house after one of the members of a family has died from cancer.

47. Again, there is still much work to be carried out in ascertaining more closely the various conditions leading to a high infantile mortality rate, and in the appointment of health visitors with a careful supervision of their work and its results.

48. As medical officer to the Blackburn Education Authority I have often experienced a difficulty in advising as to the treatment of many children sent to me by the school attendance officers for medical examination. Such children have parents who are above the pauper class and yet unable to pay for the necessary private medical attendance. In some cases I have obtained recommendations both as in and out-patients for the Blackburn and East Lancashire Infirmary, through the courtesy of members of the Local Education Committee. But there are other cases who do not receive any medical attendance.

37606. (*Mr. Booth.*) In Paragraph 6 you speak of compulsorily notifiable infectious diseases and voluntarily notifiable infectious diseases. I do not think we have on our minutes a complete account of what are the diseases in each of those classes. Can you give us that?—The compulsorily notifiable infectious diseases are small-pox, typhoid fever, typhus, scarlet fever, diphtheria, cholera, erysipelas, relapsing, continued or puerperal fever.

37607. And plague?—Plague also. I was speaking of the English diseases, although, of course, those do occur. I think that is a complete list of the compulsorily notifiable infectious diseases. In addition to those, chicken-pox is made at times compulsorily notifiable temporarily.

37608. Made by what authority?—With the sanction of the Local Government Board.

37609. By the local authority with the sanction of the Local Government Board?—Yes.

37610. What are the ordinary voluntarily notifiable diseases?—In Sheffield phthisis is a compulsorily notifiable disease now. I believe that is the only town.

Dr. A. Greenwood

22 Jan. 1907.

Under-feeding of children caused by parents' ill-health.

Disfranchise-ment as a condition of relief.

Function of sanitary authority to prevent rather than to cure disease.

Extension of medical officer of health's functions: inspection of school children: Midwives Act, etc.

Need of enquiry into causes of infant mortality.

Defective medical provision for poor persons immediately above pauper class.

Infectious diseases compulsorily and voluntarily notifiable.

Dr. A.
Greenwood.
22 Jan. 1907.

Infectious
diseases
compulsorily
and volun-
tarily noti-
fiable.

Health
inspector's
visit to every
house when
birth occurs.

Distribution
by sanitary
authority of
advice as to
infant
diarrhoea.
Inspection of
houses by
sanitary
inspector.

Under-
feeding of
school
children :
investigation
by medical
officer of
health at
Blackburn.

37611. Could you give a list of the other diseases which are voluntarily notifiable?—Phthisis in all other towns is, sometimes whooping-cough and chicken-pox, with the exception that I have just named, and through the schools such diseases as scabies, ringworm and sore throats, that including a large group, and measles.

37612. Does that refer only to schools?—Practically only to schools. The voluntarily notifiable diseases are practically only notified through the schools.

37613. What is the meaning of the word "voluntarily"? I am very ignorant about it; voluntarily on whose part, the school authority or the medical man; what is the meaning of the word "voluntarily"?—The teachers are not bound to notify them, they are simply asked to notify all these diseases, and do so in co-operation between the health authorities and themselves.

37614. That is uniform all over the country?—More or less I think it is. In some towns there is a much more complete intercommunication between the teachers and the medical officer of health than in others.

37615. Is there any local adopting of a regulation of this sort, is it voluntary to adopt it? Is it voluntary on a local authority to adopt this or that regulation?—Practically so.

37616. With regard to No. 3 under Heading 6, visits to homes where births have occurred, what homes are visited? How do you fix whether a birth should involve visitation?—We visit practically every house in the town.

37617. Rich or poor?—Rich or poor without any distinction. The enquiries, of course, are not quite so detailed at the better houses; but a visit is actually paid to each house, and questions asked as to the method of feeding the child, and so on.

37618. By what authority are the births notified?—Through the local registrars. I get a weekly list from them, giving the name, address, and occupation of the father.

37619. Then the distribution of diarrhoea hand-bills is from house to house?—Yes.

37620. Everywhere?—Yes.

37621. Then you say: "Systematic house to house inspection apart from the above." That will not be for every house?—Yes, every house, however big or small it is. I have the town (Blackburn I am speaking of now) divided up into districts, and the districts into sub-districts; each inspector has a number of these sub-districts for which he is responsible; and when we have not a rush of infectious disease, or anything taking him out of his ordinary work, he visits every house in each district.

37622. Does he practically visit every year?—No, not every year. I make a list each year of each house that the inspector has visited; that appears in my annual report.

37623. With regard to the systematic house inspection, if you find insanitary conditions then you act?—Yes.

37624. In restraint or alteration of those conditions?—Yes.

37625. That is the object of those visitations?—Yes.

37626. With regard to the other special investigations, the under-feeding, that is entirely for the schools, I suppose?—That was carried out especially amongst school children.

37627. But not in the homes?—Yes, visits were made to the homes.

37628. After you had obtained the names and addresses from the school?—From the school, and other sources that I could hear of likely cases which might possibly be underfed; then a visit was paid to each home and enquiries made.

37629. With a view to suggesting that children should be specially fed in connection with the school?—No, purely to find out how many children were suffering from insufficient food. It was purely an enquiry.

37630. Purely for information?—Yes.

37631. (Chairman.) Assuming that the list of notifiable infectious diseases is voluntarily extended, are there the same powers in connection with diseases which are thus voluntarily notified as with those whose notification is compulsory?—No.

37632. What is the distinction?—In the compulsory notifiable diseases we can compel removal to hospital if the isolation is not satisfactory at home, and follow that up by disinfection of the house and the contents of the house. That is not so in the other diseases, such as measles or whooping cough.

37633. The powers are more limited?—Yes.

37634. And the municipality can only compulsorily deal with certain diseases?—That is so.

37635. Has the tendency of recent years been to increase the number of infectious diseases which can be compulsorily dealt with?—I do not think the list has been added to of recent years. In a few towns measles was added to the list, but I think it was dropped; it was added for a period of five years, I believe, and afterwards dropped.

37636. (Mrs. Webb.) Phthisis has been added, has it not?—Phthisis has been added only in one town—Sheffield. There is a tendency to add phthisis generally.

37637. (Chairman.) That comes under the voluntary heading?—At present it does, but there is a tendency to add some of the at present voluntarily notifiable diseases to the compulsory list.

37638. (Mrs. Webb.) Phthisis is compulsorily notifiable in Sheffield?—Yes.

37639. (Mr. Bentham.) By a local Act?—Yes.

37640. (Chairman.) Then any disease can become one compulsorily notifiable, with all the powers attendant, if a proposal is made by the local authority and is endorsed by the Local Government Board?—Yes.

37641. You have supplied a good deal of free antitoxin in Blackburn?—We have.

37642. Is that a very expensive drug?—Yes, very expensive.

37643. It would be beyond the means of most of the people to whom you supplied it?—As a rule, yes; certainly the bulk of the population of Blackburn could not afford to pay for it, in fact, if the doctor supplied it he would never get his money again, I am afraid.

37644. You would like to go further, and wish to supply the serum for cases of puerperal fever?—Yes.

37645. As far as you know, are there many cases of mortality from puerperal fever in Blackburn?—I think that Blackburn is like a good many other places, and many cases of puerperal fever occur which are never notified. In fact, I feel sure that is so; but since the Midwives Act came into force in Blackburn, our number of puerperal fever notifications has gone up distinctly, which is an advantage, of course, because it helps one to interview the midwives and suggest certain things—perhaps abstention from attending to another case, suggestions as to cleanliness, cleanliness of herself and her obstetric bag; but even now I feel that all the cases which occur are not notified.

37646. As regards smallpox, you are in favour of transferring the administration of the Vaccination Acts to the local authority rather than that it should be carried on by the board of guardians?—I am emphatically.

37647. You give various illustrations of certain difficulties that now occur which, when you made suggestions to the board of guardians for their removal they did not see their way to adopt?—No, they did not. There was no ill-feeling whatever in the matter; it was purely that they did not quite see eye to eye with myself in the matter.

37648. Do you see any administrative difficulties in the medical officer taking control of compulsory vaccination?—No, I think it could be managed quite well.

37649. Coming to the next paragraph of your statement. Failure of Phthisis is a voluntarily notifiable disease?—The voluntary notification of phthisis in Blackburn has been a failure. I have tried all sorts of ways to make it more successful. One great objection that the medical men expressed to me was that the patient would perhaps take offence if he knew that he had been notified, and so I got

Powers of
sanitary
authority as
to infectious
diseases
compulso-
rily and
voluntarily
notifiable.

Question of
extension of
list of
infectious
diseases
compulsorily
notifiable.

Compulsory
notification
of phthisis at
Sheffield.

Procedure for
making
diseases
compulsorily
notifiable.

Free supply
of diphtheria
antitoxin at
Blackburn.

Proposed free
supply of
serum against
puerperal
fever.

Proposed
transfer of
vaccination
adminis-
tration to
sanitary
authority.

Failure of
voluntary
notification
of phthisis
at Blackburn
and causes
thereof.

Failure of
voluntary
notification
of phthisis at
Blackburn
and causes
thereof.

up little cards, which were issued to all the doctors in the town having on it little sentences. One was an instruction from the medical attendants to myself: "Leave the case to me, and I will be responsible for all instructions regarding the destruction of sputum"; the second one was "Take such steps as you think necessary," the object being that in a case which the doctor notified privately to me, no official would visit from my department, so a patient would not know about it. The fee of 2s. 6d. was still being paid in each of those cases, so I thought I got over the difficulty of breach of confidence between the patient and the doctor. It really was not breach of confidence, because the same objection might apply to scarlet fever, and does not hold good. In spite of all, it has been a failure. I cannot say why. We shall never have it properly notified until it is made compulsory, and that I think the doctors will not object to. If they knew they had to notify I think perhaps they would do it.

37650. What is the exact process which converts a voluntarily notifiable infectious disease into a compulsory notifiable one?—I think we as a local authority make application to the Local Government Board.

37651. And that application has not been made?—No.

37652. What is the objection to making it?—Several of the medical men objected on the ground that phthisis is not on the same footing as the other infectious diseases; it is longer in duration, the patient is ill with the disease perhaps for two or three years; there was a feeling that someone before I went to Blackburn, through having been notified, had lost his work, which really was a prejudice which might easily be got over. I think it will be got over. The statement was made to the Health Committee, I think it was, that a patient suffering from phthisis had been notified by the doctor to the medical officer of health and that this got out, and the man lost his employment. That really was the stumbling-block at the time.

37653. That although it might deal with phthisis it would temporarily if not permanently interfere with the employment of certain people suffering from that ailment?—It certainly would in the case of people who were in an advanced state of the disease and were at their work.

37654. (Mrs. Webb.) Is it not rather dangerous that those people should be in a workshop?—Most dangerous.

37655. (Chairman.) Is that the only objection; was there a feeling that there was not a proper building in which to treat these cases?—Yes, that objection was raised afterwards. I mentioned this as being the primary objection, one objection having been raised, others were raised, and the other objection was that if the cases of phthisis were notified, supposing we did get early notifications—I mean notification that a patient was suffering from phthisis in an early stage—we had nowhere to put them, we could do not anything with them. Personally I think that not many cases in the early stages are notified, ever.

37656. Then the objection is a two-fold one, one that it might interfere with employment and the other that if the disease was notified and dealt with it would necessitate considerable expenditure?—Yes, either a curative institution for the early cases or homes of rest for the advanced cases, where they could be separated from everybody else to whom they were a danger.

37657. What is your own view on the subject, looking at it as a whole and having regard to the health and welfare of the community?—I am rather sceptical of sanatoria for curative means, my first reason being that so few early cases of phthisis come under the care of the doctor. A man goes on with his cough week after week, perhaps month after month; he is a workman and does not seek medical attention until he is really too far advanced to be cured. I think another objection is that many men if they went and were told to go to a sanatorium would say: What is going to become of my wife and family when I am away? I think the whole question is so big that it should be considered further than the mere removal of the patients for the purpose of cure, namely, provision for his wife and family while he is away (he may be away three or six months or perhaps longer), and the finding of suitable employment for him when he returns from the institution.

37658. Are the deaths from phthisis amongst adults, say from fifteen to thirty-five, very numerous at Blackburn?—I could not speak accurately now, I might have brought my last annual report with me, but I did not, I would not like to say so with accuracy, now.

37659. (Mrs. Webb.) Dr. Niven said one-third of the deaths are between those ages in Manchester. Would it be anything like that in Blackburn?

37660. (Chairman.) Those are the figures I was thinking of. You cannot recollect?—I will furnish those figures when I correct my proof. (The witness subsequently stated that "the proportion in Blackburn is between one-third and one-half.")

37661. Now we come to the feeding of infants, that is comparatively a new work undertaken by the health authority?—Yes, in the last seven or eight years. I ought to say that these visits at present are being made by the male inspectors. We have no lady inspectors yet. We are hoping to get two next month, when I think the visits will be much more satisfactory. I think these visits will be better made by ladies than by male inspectors.

37662. Do you actually give food to the mother or to the infant?—No, we have not done. A voluntary organisation is just being started in Blackburn this has nothing to do with the sanitary authority. They have already got subscriptions to carry on their first year's work. Women who are nursing their babies will be given one or two meals a day, according to their need, and arrangements will be made to see the effect of the feeding on the babies by weighing the babies. That only applies, of course, to women who are feeding their babies naturally.

37663. Who will decide as to whether the mother or the child needs this help?—I believe they are going to form a committee, and I understand that I am to be one of the members. Several medical men and two or three ladies who are taking an interest in the subject will form a committee.

37664. And the expense will come out of the rates?—No, purely through subscriptions. They have already had one subscription of £100 towards it.

37665. Devoted to this specific purpose?—Yes, it is going to start in a very small way at the beginning.

37666. You think that there might be more co-operation between the Poor Law and the public health authority?—Yes, I have always felt that.

37667. There is a certain amount of co-operation existing in Blackburn because apparently you have sent cases to the relieving officer?—Yes.

37668. I assume you have also given help to the vaccination authority on the reports of your inspectors?—Yes.

37669. In what direction can you suggest that this co-operation could be improved?—I have not thought of that. It has really seemed so far, without being invidious, rather hopeless to expect any more than one is getting at present under existing conditions.

37670. That you are working in separate spheres, so to say?—Yes, separate spheres without any animosity and in an easy frame of mind. Perhaps the idea is abroad that no co-operation was needed, that there was a distinct separation between the two offices.

37671. You go on to say later that the public health medical service is extending enormously?—Yes.

37672. If that is so there will be need of greater co-operation in the future?—Yes, need of something.

37673. Otherwise there undoubtedly will be overlapping in certain cases?—Yes.

37674. It seems to me the functions of the health officers assume in certain instances that of relief?—Yes, there is a tendency in that direction.

37675. Are there any other classes besides women and babies whom the health authorities assist in any way with food?—No, the health authorities do not assist any one with food at present. With regard to these women I spoke of just now it will be quite a voluntary organisation.

37676. Would it be under your supervision?—Not officially. This will be quite apart from my official work.

Dr. A. Greenwood.

22 Jan. 1907.

Ages of persons dying from phthisis at Blackburn.

Work of sanitary authority as to nurture of infants.

Charitable provision for feeding of mothers with infants.

Need for more co-operation between Poor Law and sanitary authorities.

Charitable provision for feeding of mothers with infants.

Dr. A. Greenwood. 37677. This will be an organisation outside the health department again?—Yes, really outside the health department, not organised officially by them.

22 Jan. 1907. 37678. Would you like also to see the registration of births and deaths put under the local sanitary authority?—I think it would be very useful, but I do not lay such great stress on that as the vaccination being transferred.

Registration of births and deaths should be transferred to sanitary authority. 37679. I suppose it would to a certain extent be an indication to the health authority what, so far as vital statistics are concerned, are the unhealthiest or the healthiest parts of the locality?—It would be most valuable information.

Under-feeding of school children : investigation by medical officer of health at Blackburn. 37680. In the year 1905 you undertook an investigation as regards the amount of under-feeding amongst the Blackburn school children? At whose instigation did you undertake this investigation, was it the school authority?—The education authority.

37681. They asked you, as one of the officers connected with the Council, I suppose, to undertake this investigation?—Yes.

37682. In these investigations did you co-operate at all with the relieving officers, or the Poor Law authorities?—At the beginning I was hoping to get the help of the relieving officers, and arranged with the clerk of the guardians that any names and addresses should be given to me. Through some little hitch a case was reported by one of the relieving officers as being possibly underfed; it was quite a mistake, and a visit was made to the house, and the woman opened the cupboard and showed a cupboard full of loaves and all sorts of food for the children. It had been a mistake which caused the friction. The visit should really not have been made to the house with the object of finding out whether the children were underfed or not, so I decided that the lists from all the various sources should be given to me, and then I and two of my inspectors would visit the houses, but apparently we made the under-feeding question second; we visited the various houses to look at the home first, not a word was said about under-feeding at all till one had been in the house two or three minutes, then this under-feeding question came out incidentally in each case. I found I got the information much more readily by assigning apparently a secondary place to the matter than in the way which had been attempted at first.

37683. You visited 540 cases?—Yes.

37684. And you investigated the home conditions?—Yes.

37685. Is that not rather a case of overlapping? Had not a good many of these houses been visited by the relieving officers?—Yes, they had been, I know they had.

37686. Were any of the dwellers in those houses in receipt of out-relief?—Yes, in my report I have given an account of each case which actually was receiving out-door relief.

37687. So this is really an illustration, is it not, of the want of co-operation to which you called attention in a preceding part of your statement?—Yes, except that this was a special enquiry made for a special purpose. The visits of the relieving officers would not have been directed specially to finding out cases probably, but still the fact is the officials certainly had visited many of the houses.

Percentage of underfed school children at Blackburn. 37688. Your calculation, you say, is that not more than 1·3 per cent. were underfed. What is that percentage based on; the number of cases reported to you or the number of houses visited?—The number of children underfed to the total number of children attending the public elementary schools of Blackburn in that month. There are 20,000 odd children.

37689. (*Mr. Booth.*) Twenty thousand odd was the total number, was it?—Yes, the total number of children attending all the public elementary schools of the town.

37690. And 1·3 per cent. of those might be considered underfed?—Yes.

Provision for feeding school children at Blackburn. 37691. (*Chairman.*) How were the cases dealt with which were then reported to be underfed; were the children fed by food or was money given to the parents?—The Education Committee, I believe, referred all these cases back again to the board of guardians.

37692. So that they did in that case co-operate with the board of guardians?—Yes.

37693. I suppose the assumption underlying the notification of infectious diseases is that they shall be treated at the public expense?—Yes, as a preventive measure. Extent of free provision for infectious diseases at Blackburn.

37694. And that is the practice with regard to a great many infectious diseases that are notified?—Yes.

37695. Is it the case with regard to all infectious diseases that are compulsorily notifiable?—In Blackburn we only remove to the hospital scarlet fever, typhoid fever and diphtheria. We have no hospital accommodation for puerperal fever; of course we should isolate in the hospital typhus if it cropped up, and we have a small-pox hospital.

37696. Will you enumerate what are the three diseases that are treated now?—Typhoid fever, scarlet fever, and diphtheria.

37697. And no other?—And small-pox, in a separate institution of course.

37698. Assuming, as you say, it is possible in the future that cancer, pneumonia, and diarrhoea may be included in the Infectious Diseases Notification Act, it would not follow then that those ailments or illnesses would be treated free in public institutions?—No.

37699. Has the tendency of modern times been to increase the number of infectious diseases that are treated at the public expense?—The tendency has been. I do not think the list has been added to anywhere materially yet. Question of increasing tendency to gratuitous municipal treatment of infectious diseases.

37700. Taking your experience, can you mention any particular illness which is now treated at the public expense which was not before?—Phthisis.

37701. That I understand is only notified, but not treated?—Not in Blackburn, but I thought you were speaking generally.

37702. I am speaking generally. It is treated in other towns?—Yes.

37703. Any other disease?—No. I do not think there is any other.

37704. (*Mr. Webb.*) Confinements?—Puerperal fever?

37705. Your Town Council is giving free medical assistance for confinements?—No. That does not come under the category of notifiable infectious diseases.

37706. But it is an illness?—Yes.

37707. (*Chairman.*) I was thinking of infectious diseases. There is a tendency, therefore, to treat disease or illness at the public expense?—The tendency has increased, but not very much of recent years; that is so. Phthisis is the only disease that I remember. It is the only infectious notifiable disease that is now treated anywhere that formerly was not.

37708. (*Sir Samuel Provis.*) Was diphtheria always treated in public hospitals?—Not always.

37709. I mean in recent times, within the last thirty years?—No, more recently than that.

37710. More recently than scarlet fever?—Yes.

37711. (*Chairman.*) Is there a general hospital in Blackburn?—Yes, the Blackburn and East Lancashire Infirmary.

37712. Is the medical relief given free there?—It is given by means of recommends which are given by subscribers to the institution. They have a system of indoor and outdoor recommends. Accidents are treated as urgency cases without any recommends.

37713. Is there any system of recovering expenses from patients who have not letters?—I do not think so. It is quite a voluntary hospital.

37714. So far as you know the treatment is free?—The treatment is free through the subscribers.

37715. Is there an out-patient department?—Yes.

37716. Is it a large one?—Yes; I could not say the number, but it has certainly a busy out-patient department every morning there.

37717. Then really the main hospital accommodation for Blackburn is in this infirmary?—Yes, for general diseases. They have roughly 100 to 120 beds.

37718. The Blackburn Poor Law Infirmary is a very old building?—Yes.

37719. You are not acquainted with it, are you?—Yes.

Blackburn voluntary hospital and free medical assistance therein.

Out-patient department of Blackburn voluntary hospital.

37720. The accommodation is limited?—I could not say much about the accommodation, although I know the building well, because I visit there.

37721. (*Sir Samuel Provis.*) Do you find it necessary to remove cases compulsory to your infectious hospitals?—I never have any difficulty.

37722. You never have any difficulty and have to get an order of the justices?—I have only had to threaten it once; that was in the case of a farm, but the man came round in that case. There has never been any need to invoke the law.

37723. The mere threat was sufficient in that case?—Yes, and it is not often necessary even to threaten.

37724. I understand from your statement that some cases are sent by the guardians?—Yes.

37725. Do they pay for those cases?—They pay a guinea a week.

37726. Is there any friction between the town council and the guardians as to what cases the guardians should pay for?—No.

37727. It works smoothly?—Very smoothly.

37728. I see that in some cases you find it necessary to pay for the removal from the hospital of the patients when they are cured; are those cases numerous?—No, very few. I think there have been five or six only since this resolution was passed. I want to correct something I said just now to you. The only infectious cases that the guardians pay the local authority for are the small-pox cases, a guinea a week. Scarlet fever cases we receive free if they occur in the workhouse; they are not charged for those.

37729. They are not charged for fever cases?—No.

37730. They only pay for small-pox cases?—Yes.

37731. (*Mr. Patten-MacDougall.*) Is it for them they pay the guinea a week?—For the small-pox cases a guinea a week; no charge for other cases.

37732. Small-pox cases from the workhouse?—Yes.

37733. (*Mr. Bentham.*) If a case of small-pox were removed from a house where the people were in receipt of Poor Law relief, would you make a charge against the guardians for that?—No, we have only charged them for cases of small-pox actually cropping up in the workhouse itself. That has been carried on for some years.

37734. (*Sir Samuel Provis.*) What is the ground for not charging for fever cases, do you know?—I could not say. It was in vogue when I went to Blackburn and I have carried it on. If there has been any doubt one has not made any charge at all.

37735. Have the Town Council of Blackburn any special powers with relation to infectious diseases under local Acts?—Yes.

37736. Do you remember generally what they are; perhaps they are too numerous to mention, but can you say the subjects to which they relate?—To tuberculosis.

37737. What is the effect generally?—Specially dealing with tuberculosis of the udder and infected milk.

37738. Nothing besides that?—No.

37739. They have no special Acts as to the removal of cases to hospital or the provision of shelters or refuges for contacts?—No.

37740. There are places, I think, where those are provided?—I think there are.

37741. You say that in relation to small-pox some suggestions were made to the Blackburn guardians which they did not see their way to adopt. What sort of suggestions were they? Were they in relation to vaccination?—Yes. Briefly they were these: that a case of small-pox had occurred at the workhouse; the medical officer there asked me to go and see the case; he has asked me on each occasion to go and see; I have; and we have co-operated extremely well together. I suggested, and strongly advised, that all the men in the whole of that ward should be immediately re-vaccinated. The men objected to it. A guardians' meeting was held next day at which I was present, and I put my recommendation to them in writing. They practically left it to the men themselves to say whether they should be vaccinated or not;

that is not suggesting compulsion. No definite resolution was passed carrying out this suggestion that the contacts should be re-vaccinated. It was really very important to get them re-vaccinated at once.

37742. If they were unwilling they could not have been compelled?—No; still that is no reason why the guardians should not have said, We are of opinion that all these men ought to be re-vaccinated at once.

37743. I thought the guardians were asked to direct that they should be re-vaccinated?—I think my suggestion ran in this form: I recommend that all contact cases be re-vaccinated at once.

37744. Are the Blackburn guardians in favour of vaccination generally, or are they an anti-vaccination board?—I think their attitude is neither one way nor the other. There is no very strong feeling in either direction.

37745. In Paragraph 31 you say that in only one case has the Poor Law medical officer called your attention regularly to various insanitary conditions which he has discovered in houses which he visited. Do you think that it would be desirable that Poor Law medical officers who attend the poor for the purpose of curing them should report to the medical officer of health sanitary defects which they observe?—I think it is very useful in a large town to have this information from the doctor.

37746. It is useful for the medical officer of health, but might not the poor object if, when they had a medical man to attend them, he acted as a kind of agent to the sanitary authority to report defects which he observed?—I do not think so; there might be some objection.

37747. Do you not think there is that view of the case that the poor might be unwilling to get medical attendance when they ought to get it, if they thought they would be looked at from a different point of view when the man came?—I have no definite experience, but it is not my feeling that that would occur.

37748. You do not know that that objection has been felt?—No, I do not.

37749. (*Sir Henry Robinson.*) With reference to that question of the want of sufficient co-operation between the Poor Law and public health officials, and as to the advantage of having the registration of births and deaths undertaken by the sanitary authority, do you think that the system which prevails in Ireland, by which the Poor Law medical officer is also medical officer of health, and also registrar of births and deaths, and also carries out the Vaccination Act, would be possible in a town like Blackburn, if the medical officer's district was of sufficient size to suit that?—Do you mean dividing the town into districts?

37750. What is the population of Blackburn?—133,000 roughly.

37751. Are you the only medical officer of health there?—Yes. I have two medical assistants.

37752. Assuming that you were also the Poor Law medical officer and registrar of births and deaths and vaccination officer, would you be able to do those duties for half the city or a quarter of the city?—Not without a very considerably increased staff, of course.

37753. How would the amalgamation of all those duties as it is done in Ireland strike you: do you think it would be a practical working arrangement?—I think it would be an ideal arrangement, but I am not prepared to say it would be practicable in a town the size of Blackburn.

37754. I do not mean an entire town, but if you had a sufficient number of men to take those duties, all competent, for the particular district of each man, do you think that would be a good working arrangement?—I am not prepared to definitely answer that question one way or the other at present.

37755. (*Mrs. Webb.*) With regard to that question, the best way of arranging would be to have assistants who would do some of it?—Yes.

37756. (*Chairman.*) One medical officer of health and assistants under him?—Yes; I suggested some time ago that an ideal state of affairs in a town such as Blackburn, if it could be carried through, was to have one assistant for each of the fourteen wards of the borough and let him be responsible for that district to the medical officer of health.

Dr. A. Greenwood.

22 Jan. 1907.

Question of advisability of district medical officer giving information to medical officer of health as to insanitary condition of homes.

Irish system of combining offices of district medical officer and medical officer of health and its applicability to England.

Dr. A.
Greenwood.
22 Jan. 1907.

Question of
advisability
of sanitary
authority
undertaking
cure of
disease.

Failure of
voluntary
notification
of phthisis at
Blackburn
and causes
thereof.

37757. (*Sir Henry Robinson.*) You would approve of the system if it could be carried out?—I still stick to my original view that the main work of the sanitary authority should be prevention rather than the cure of individual cases except when the cure of the case comes in as a preventive measure.

37758. Do you not think if a man were engaged in the first instance in the cure of a case he would be the best able to pronounce an opinion as to the measures which were necessary to prevent the spread of the disease and would he not be in a better position to judge of the cause of the outbreak?—Yes, I am bound to admit that.

37759. (*Mr. Patten-MacDougall.*) Voluntary notification of phthisis I think you said had been a failure in Blackburn?—Yes.

37760. Are you an advocate of compulsory notification?—I am not. I do not think it would be necessary if we could get this voluntary notification to work on the part of the medical men privately—without the law I mean.

37761. I suppose in order to make compulsory notification efficacious you require sanatoria for the isolation and treatment of the cases, do you not?—Yes.

37762. Before you could really support compulsory notification you would require a provision of that sort by the local authority for the treatment of those cases?—Yes, my present view is that if it were made compulsory, holding the view that I do about sanatoria, the main value of that information would be to enable us to state the distribution of the disease in a given town.

37763. To get at the cases at their start?—Yes.

37764. Your experience now is that there is an objection on the part of the family or the head of the family who may be suffering from it, to notify it, and they have been known not to consult a medical man because they feel that they may lose their work?—That objection has been reported. The reason why phthisis is a failure as a voluntary notifiable disease now is purely the fault of the medical man, not the patients. The medical man has the opportunity of notifying privately to me for the same fee that is paid for the other diseases.

37765. Then what is the objection?—I do not know. I am absolutely at a loss to say. I read a paper before the Blackburn Medical Society at their request in which this was all gone into very thoroughly; they passed a resolution promising to notify every case, but that was not done.

37766. Of course one does see this, if the cases were compulsorily notifiable and were treated and isolated in that way they would be dealt with by the public authority and taken out of the hands of the private practitioner; is that not so?—That is so. As bearing on that one point, a doctor in Blackburn said to me a few days ago, "I am forgetting what typhoid is like; I just diagnose a case and you remove it to the hospital at once; I never see it again."

37767. You also said that supposing there were cases of phthisis which were notified, isolated, and treated there was a difficulty if they recovered of their getting work and that the wives and families were not looked after in the meantime, or might not be looked after. Is that not so?—Yes.

37768. Is not that just one of the situations that might be dealt with by voluntary charity?—Yes.

37769. Have you ever considered whether the local charities could be applied to such cases?—I have not thought of that.

37770. (*Mr. Lock.*) Paragraph 43 of your statement explains in general terms the position you take up; the primary functions of sanitary authorities should be the prevention rather than the cure of disease?—Yes, the primary functions.

37771. Working from that you would say that all notifiable diseases should come within the sanitary authorities' work—the public health work?—Yes.

37772. And those that might in future be put on the list are more akin to it?—Yes.

37773. To take the other side you would exclude the normal sick work, outside inspection, which is done by the Poor Law authorities?—I would at present until many

of these problems have been thoroughly threshed out, especially bearing on prevention.

37774. That is to say your idea would be where there is a line of prevention in the interests of the community, that should be the line of the public health authority primarily?—I believe so.

37775. On the other side am I right in saying that the general treatment of diseases should not fall on the public authority?—That is the view I hold at present.

37776. Are you satisfied with the general treatment of diseases as carried on by the boards of guardians?—I think I state something bearing on that in my last paragraph. There is a class of case that is too good to go to the boards of guardians, and that is not sufficiently well off to have private medical attention. There is a very class, great difficulty with regard to those cases.

37777. As you know the question of what we call medical service has been much considered in reference to a difficulty like that; that is to say the people should pay according to their ability, are you in favour of that system as made applicable to hospitals and other similar institutions?—Do you mean free medical relief?

37778. No, I mean not free medical relief, but payment according to ability which I understand is at the root of the suggestion of a medical service. I understand those who are in favour of the idea of a medical service wish that payments should be made by all persons down to the pauper classes, according to their ability, to the medical man who attends?—Yes.

37779. Are you in favour of applying that system to, say, a general hospital, that is to say, instead of the treatment being free, the treatment should be given subject to those terms, namely, that the medical men concerned should receive their quota?—I certainly think very often when a small sum is paid, speaking generally, that it is more appreciated than when it is given free.

37780. Suppose the question were pushed home, and the medical men took the line of saying they would only serve on the condition that those who could should pay according to their degree; do you think that is a good principle to work upon?—I have not thought very much about that in that light.

37781. Setting aside then the voluntary hospitals and the Poor Law and restricting what you have said under Paragraph 43, would your suggestion be that there should be to carry out what Sir Henry Robinson suggested, a sanitary overseer for each ward?—Yes.

37782. What would that cost; what would a man like that get for his services, £100 a year?—£100 to £150 a year.

37783. It would be a very large addition to the cost of the sanitary administration of the town?—It would.

37784. As against the present conditions?—Yes.

37785. Do you think that the additional cost is worth it as against a method by which you should have one or two more offices brought generally under your control, as, for instance, vaccination, but otherwise things should remain the same?—I think a smaller addition to the staff at first would be better than going in wholesale for complete supervision of each ward.

37786. If you had your preventive system in full working order would it stop many cases of phthisis coming into the Poor Law infirmary, do you think?—I certainly think it would.

37787. That is to say, you really believe the effect of a good public health staff would be to limit pauperism?—I do. I think many cases of phthisis would be found out which at present cannot be through insufficient visiting.

37788. With regard to the treatment of these phthisical cases, are you in favour of home treatment subject to close medical supervision as things stand?—I am. I think the whole thing is educational. In fact the sanatoria that were originally erected for the cure of the disease are developing into educational institutions now.

37789. If that is to be the final judgment about sanatoria you would have certain accommodation with regard to that system at the disposal of the public health authority?—I would. What I would say is, I would not build any more sanatoria, I would use the existing ones for only the early cases, for curative cases; but the same thing that I have mentioned before crops up with the early

Defective medical provision for poor persons above pauperism.

The principle of payment for medical assistance in proportion to ability.

Irish system of combining offices of district medical officer and medical officer of health and its applicability to England.

Effect of an efficient sanitary authority on pauperism.

Question of adequacy of sanatoria as a remedy for phthisis.

The proper functions of the sanitary authority as to disease.

cases (at least that has been my experience), that they are so comparatively seldom met with compared with the number of cases which are sent when it is too late to do any good.

Question of relief of families of persons suffering from phthisis.

37790. Then as to keeping the family, supposing you are not able to raise from voluntary sources what is required, do you think under a reorganised Poor Law, what you may call the relief required for the case might be provided?—I do.

37791. That would be better than making the sanitary authority, the public health authority, a relief authority?—Far better.

Voluntary health visitors.

37792. With regard to visiting with a view to both instructing and ameliorating and reducing expenses, do you feel it possible to get voluntary visitors, or do you think it will be possible to get voluntary visitors in regard to the cases which you refer to in Paragraphs 29 and 30?—Yes, that is what will probably happen very shortly in Blackburn; the lady sanitary inspectors who will be certified sanitary inspectors will be helped by a band of voluntary workers.

37793. You look forward to a committee for public health staffed by a staff of voluntary visitors at the margins?—In a great measure, yes.

Objection to municipal control over voluntary hospitals.

37794. Have you thought whether the voluntary hospital, to take your own Blackburn hospital, should become a part of the municipal system of the town. I am not speaking for the moment of the public health question, but there should be a borough committee which should take charge of all the hospitals, that is one suggestion, Poor Law and all? Have you thought of that at all?—I have thought of it. My view is that as far as Blackburn is concerned in the hospital sense, things are better left as they are.

37795. That is to say, the relation to the borough council would not add to their strength?—I do not think so at all.

37796. The borough council, I presume, is almost a political body?—There are members of the borough council who are on the board of management of the infirmary.

37797. That is to say, the board of management of the voluntary hospital?—Yes.

37798. They are not there as members of the borough council?—No.

37799. But individually?—Yes, only they happen to be members of both bodies.

37800. To your knowledge the Blackburn municipality has never given any grant to the hospitals?—No.

Work of sanitary authority as to nurture of infants.

37801. (*Mrs. Bosanquet.*) As to Paragraph 29 of your draft statement, I am not sure of your meaning when you say: "This work is already showing good results by the increased number of children who are fed artificially in which a bottle of improved shape is used"?—I have altered that and I will read what I have put as the correction. I have re-written a portion of that: "This work is already showing good results by the increased number of children who are fed from a bottle of approved shape instead of from that 'abomination' known as the long-tube bottle, that is when artificial means of feeding are employed."

37802. You do not suggest you are encouraging artificial feeding?—No, that is why I altered it, because I thought a wrong impression might be given.

Provision for feeding school children at Blackburn.

37803. Can you tell us what is being done for the school children in Blackburn now in the way of feeding?—The voluntary organisations are still at work, five of them I think there are. Those more or less are suspended during the summer months, and are only at work during the winter months. The children of the special school for mentally defective children have a dinner given every day, I think they are charged a 1d. or 1½d. for that dinner. The children are not allowed to go home for a mid-day meal, because they only meet at ten in the morning, and go home at half-past three in the afternoon. Some of that is recovered from the parents and some is not.

37804. The guardians are not taking any steps to feed the children?—I do not think so.

37805. (*Dr. Downes.*) Did the guardians take any steps with regard to the 1·3 per cent. of children which you

refer to in Paragraph 38?—They reported that they dealt with those cases. They were dealt with almost at once, I believe.

Dr. A. Greenwood.

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37806. Do you ever examine the medical relief registers?—No, I have never seen those.

37807. Have you considered the question of the registration of sickness in Blackburn?—Yes, I have thought of it recently. When I was medical officer of health for Crewe I started a register of sickness and we paid so much an entry to each secretary of all the friendly societies in the town. That was at Crewe, where there is a huge number of friendly societies, we paid them I think a 1d. an entry, but it fell off. It worked very well for about twelve months.

Feasibility of a registration of sickness.

37808. Do you know why it fell off?—I could not give any reason; I tried to get reasons, the payments were made regularly for them, and they reported them very well for six months.

37809. Who received the 1d.?—The secretaries of the various societies for writing out the lists.

37810. They were copied from the medical certificates I suppose?—Yes.

37811. Did you at Crewe use the Poor Law medical relief registers?—No.

37812. I think it was suggested to you by the Chairman that the object of compulsory notification was that the case should be treated at the public expense, but is a provision for so treating him necessarily a precedent to notification?—Not at all.

37813. The rich man with a house and a park would have to notify would he not?—Yes.

37814. Just as much as the man in the slums?—Just as much.

37815. You said that the puerperal notifications had increased since the operation of the Midwives Act?—Yes.

37816. Have the deaths in childbirth increased also?—No, they are about the same in number.

37817. In your experience would the extension of notification compulsorily to chronic diseases tend to render more people dependent on either charity or the Poor Law?—I think it might do, I have not thought of that carefully.

Effect on increase in number of people of list of notifiable diseases.

37818. I think you told us one of the difficulties with a phthisical case was to know what to do with the rest of the family if the man was sent away?—Yes.

37819. The same would apply, would it not, to any chronic disease that was dealt with?—Yes.

37820. Does the education authority undertake any medical treatment at Blackburn?—No, nothing has been done in medically treating.

37821. Not in the way of treating eyes and ringworm or anything of that kind?—No; that is an idea which is present in many minds. This assistant, who, as I said in my Statement, was going to be appointed, has been appointed, and he is starting work. He is beginning to pay attention to the eyesight of the children. I have no doubt he will find a number of children with defective vision, and then there is the question what to do with them, whether he should prescribe glasses for them, who will give them, and so on.

Question of sanitary authority's treatment of ophthalmia and ringworm in Blackburn.

37822. At present that has not been formally considered?—No.

37823. I think you said you visited the Poor Law Infirmary sometimes? Would that be in your official capacity?—I visit at the request of the medical officer there in connection with infectious diseases, specially smallpox.

37824. Does the sanitary authority at Blackburn deal in any way with the sanitary conditions of the Poor Law institutions?—Yes; we got them to build a new bakehouse when the 1901 Act was passed, having regard to the Section with reference to underground bakehouses.

Jurisdiction of medical officer of health over Poor Law institutions.

37825. Have you had to deal with the question of drainage, or anything of that kind?—No, I have visited the institution officially to see school children who have gone there.

37826. The workhouse is not exempt from the operation of the Public Health Act?—No, my veterinary inspector visits the cowsheds there frequently, and I see the bakehouse there frequently.

- Dr. A. Greenwood. 37827. (*Miss Hill.*) Would it be true to say that there was a great distinction between phthisis and, say, small-pox, because, so far as phthisis goes, it might be more easily nursed in a private home without infection, provided the people of that home were aware what steps they ought to take?—Would you mind asking me that question again?
- 22 Jan. 1907. Distinction between measures necessary to treatment of phthisis and other infectious diseases 37828. Is the infection from phthisis more easily preventable in a private home than that, we will say, from smallpox?—Certainly it is.
37829. So that there would not be the same reason for removing a phthisis case from a home that there would be for removing a smallpox case?—No, not if proper precautions were taken.
37830. And also, phthisis lasts a very much longer time?—Very much.
37831. So that to remove phthisis it would mean very much greater separation and breaking up of families than to remove smallpox cases and scarlet fever cases?—Yes.
- Difficulties as to compulsory removal of phthisis. 37832. That would rather tend to make it less reasonable to remove them compulsorily?—Yes; in fact, I think it would never do at all to remove phthisis compulsorily. I think it would have to be left to the patient whether he went away or not on account of that very reason; the duration of the disease.
37833. That is rather what I wanted to know. It seems to me a very serious thing to remove people who may live two or three years from their home and family unless they themselves desire to go?—I quite agree with that.
- The treatment of phthisis in the home. 37834. Is it your experience that phthisis can be treated very satisfactorily at home? We have had some evidence before us that that is so where there is care in all the arrangements?—Yes.
37835. And where there is sufficient food and house room?—Certainly. Holding the view I do about sanatoria that I have just expressed I think that that is the way in which it will have to be combated—at the homes.
- Provision for feeding school children at Blackburn. 37836. Have the Blackburn authorities adopted this new Feeding Act? Have they taken any steps under the Act which was passed last Session?—No.
37837. Are they likely to do so, seeing that your report was that so very small a percentage of the children were underfed?—No, I do not think any further action will be taken. That has been dropped, I believe.
- Relief of families of persons removed to fever hospitals. 37838. (*Mr. Bentham.*) With regard to cases that are removed to fever hospitals, when the breadwinner of the family is taken away who relieves the dependent family?—The guardians, I believe.
37839. Do you refer such cases to the guardians?—Frequently. My inspectors all have a general instruction, that in any case of destitution where we have taken action in the house, such as removing a case to the hospital, the matter is to be reported to the relieving officer. Those instructions are repeated frequently.
37840. Do you experience any difficulty in getting the cases relieved?—I have never heard of any at all.
- Payment by sanitary authority of cost of provisions for persons in quarantine. 37841. In common lodging-house cases, where you put them in quarantine, do you provide the food and lodging for the inmates of the lodging house?—Yes.
37842. Out of what fund is that paid?—That comes out of my own incidental expenses.
37843. It is put down to your own disbursements?—Yes.
37844. Can you put it down under any other charge?—I do not try to. I do not know whether I could or could not. That was the most convenient way of arranging it.
37845. In the case of Sheffield, where they have phthisis notifiable, did I understand you to say that they treat cases also?—I do not think they have.
37846. There is no sanatorium?—I think it was under consideration. The whole question of erecting a sanatorium, I believe, was deferred; and I do not think anything else has been done since.
37847. Do you know if they refer cases for treatment to the Poor Law?—I cannot answer that question regarding Sheffield.
37848. In your own place when you have voluntary notification, had you ever any cases notified to you that were in the early stages?—I never remember one. I do not think I have had one early case notified.
37849. Is there any difficulty in diagnosing the case in its early stages by an ordinary medical practitioner?—The first difficulty is that the patient does not seek medical advice when he has a cough and is losing weight and in the early stages it is certainly very difficult, as it needs very close examination of the chest; and unless a medical man has been in the habit of listening frequently to chests, and seeing early cases of phthisis, it might easily be missed.
37850. Do you pay a fee which would make it worth while for medical officers to examine carefully cases where there might be any suspicion that the patient might be suffering from phthisis?—No. We pay half-a-crown for the notification; but that would certainly not be an adequate fee for a special, thorough examination of a patient.
37851. It is really only by a more thorough examination than in some other illnesses that you can detect phthisis?—That is so.
37852. Is there any pathological laboratory in Blackburn where sputum could be sent to be tested?—Yes, we have a bacteriological laboratory at the fever hospital. Each medical man has three or four sputum tins with directions on them for the patient so that the patient may use them; they are sent up to the laboratory and we examine them. We examine a large number each year. As the tins are used up by the doctors new tins are supplied to them.
37853. With regard to the enquiry you made about these 540 cases, could those particulars be put in?—I have put them in a report.
37854. If there are detailed particulars of the cases, and they were put in would they take up much space?—It is a fairly big report (*copy produced*).
37855. Do I understand that all the cases that were inquired into were cases recommended by school teachers as those of children who could not properly be educated because of their physical condition?—That does not quite state what happened. I saw each head teacher at each school and asked that I might have the names and addresses of any children who might possibly be underfed and I asked them specially that this list should be as large as possible; rather too big a list than too small a list so as to get everybody in, so this 540 is an extremely large number. I thought possibly in some of the 540 houses there would not be under-feeding, but I had them included if there was the slightest suspicion that there might possibly be: they were included so that every case might be investigated.
37856. Was the total number of houses reported to you where children were living who were supposed to be under-fed in the teacher's opinion?—I would not put it so strongly as that: were supposed to be under-fed; they might be, and I asked them to report to me cases which were neglected apart from specially being under-fed. This 540 seems a big number, possibly including some who may not be under-fed.
37857. How many children are there attending the elementary schools?—20,000 roughly.
37858. Did the guardians take any steps to feed those children that belonged to Poor Law families?—That transpired during the inquiry?
37859. Yes?—They did.
37860. Did they give more adequate relief, or pay for the feeding of the children?—The children were referred by the education authority to the guardians, and I know they were reported as having been dealt with. I did not go into the matter further after that.
37861. It was left to the guardians, I suppose?—Yes. I know they were dealt with.
37862. In your last paragraph you use this phrase: "Such children have parents who are above the pauper class, and yet unable to pay for the necessary private medical attendance." What do you consider to be the pauper class?—It is a difficult thing to define pauperism. class.
- Provision for testing phthisis sputum at Blackburn. Provision for of school children; investigation by medical officer of health at Blackburn.
- Defective medical provision for poor persons immediately above pauper class.

Defective medical provision for poor persons immediately above pauper class.

37863. I should have thought anyone coming under this definition would certainly have been eligible for treatment under the Poor Law.

37864. (*Chairman.*) I understood the last paragraph to mean children of parents who would not send them for medical relief to the Poor Law; is that what you mean?—That is exactly what I mean, that there was a certain class of people unwilling to apply for it. I think I stated that higher up.

37865. (*Mr. Bentham.*) But the phrase that is made use of is the "pauper class." I want you to say what the "pauper class" is if it does not include those who need treatment which they cannot pay for?—Suppose I answer it in this way, that in this sense the pauper class as stated here is the people who are unwilling to ask for the Poor Law relief. That is exactly what I meant. Perhaps I ought to have put it a little more clearly because the "pauper class" is perhaps an unfortunate expression in this sense, but that is my meaning.

Payment by guardians for paupers sent to sanitary authority's smallpox hospitals.

37866. (*Mrs. Webb.*) With regard to that provision which you have at Blackburn for taking smallpox patients or scarlet fever patients from the workhouse, I understand that if you take a smallpox patient he remains chargeable to his relatives; if you take a scarlet fever patient he is not chargeable to his relatives, because you do not charge the board of guardians?—That is so.

37867. So that smallpox patients when they are taken by you into the fever hospital are paupers technically and scarlet fever patients are not?—Yes, they are all under the same group; we remove all—you mean as regards payment?

37868. Yes?—It is possible that that guinea per week may have been charged because the distance from Blackburn to the Smallpox Hospital is fairly great, about five miles, and I have no doubt the charge was made to help pay the expenses.

37869. If you deal with the patient it is a considerable difference; in one case he is chargeable and in the other he is not chargeable to his relatives?—There is a distinction.

37870. Is smallpox the only infectious disease which you make chargeable to relatives if he is removed from the workhouse?—Yes.

37871. If you remove him from his own home he is not chargeable?—No.

37872. So there is one particular set of people who are penalised; that is the smallpox patients removed from the workhouse?—Yes, those are the only ones who are charged.

The respective functions of Poor Law and sanitary authorities as to disease.

37873. With regard to the difference of the public health treatment and the Poor Law treatment, the Poor Law never treats a disease until there is a definite application made?—As a rule I believe they do not.

37874. So that the disease must be more or less advanced or the patient must think so?—Yes.

37875. There must be no power to get at incipient disease?—No.

37876. You, on the contrary, try to get at incipient disease as soon as it is possible by inspection?—We do.

37877. That you take it is very important in the case of phthisis?—Yes.

37878. It is the incipient cases that are important?—Yes.

Question of suitability of Poor Law to deal with phthisis.

37879. So that the Poor Law, the main principle of which is necessarily application, could never be used for phthisis?—I do not think so in the case of phthisis.

37880. With regard to general ill-health, it either comes from bad conditions, or bad environments, or bad habits, does it not?—Those are certainly great causes of ill-health.

Causes of ill-health.

37881. Would you say there is any cause besides bad conditions, bad habits and infection?—Hereditary tendency.

37882. Is that a very large cause compared with bad habits?—I could not say whether it was a large cause or not; it is certainly a factor not to be overlooked.

37883. With regard to bad habits, it is very important to teach people to get rid of those habits?—Most important.

37884. Do you think you could make use of health visitors with a view of health inspection to teach people to get rid of bad habits?—Yes, that is what I hope will be done.

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37885. They could also report nuisances?—Yes.

37886. So that they could deal with environment?—Yes.

Health visitors and their functions.

37887. And they could also discover incipient cases of illness?—I do not think that the lady health visitor could detect an incipient case of phthisis, for instance.

37888. She could report to the medical officer a man having a cough?—If she got to know.

37889. So that you could use your health visitor, assuming she was fairly qualified, to a large extent to report as to infectious complaints, or incipient complaints, like ringworm?—Yes, if she got the knowledge.

37890. Do you regard that reporting of illness, whether it is a specific infectious disease, or general ill-health caused by bad habits, or bad environments, as very important?—I do, most important.

37891. Would you allow your health visitors to give advice about bad habits?—Certainly, she would be practically told to do so.

37892. If it was a difficult case she would notify it to the medical officer of health; if it was a case like phthisis that required rather an extensive change in habits?—Yes, she would report the whole of her work, of course.

Distinction between hygienic advice and medical treatment.

37893. Is it not very difficult to distinguish between what is hygienic advice and treatment; does not one run into the other?—Not in the broad sense of treatment; I do not think it is difficult to distinguish between the two. I think one can distinguish between hygienic advice, such as a lady visitor going to a house and saying, "You must sleep with your bedroom window open, and so on, and be clean," and actually prescribing and dispensing medicine.

37894. If you discovered a case of incipient disease through this process of inspection, would it not be desirable from a public point of view that that should be immediately treated and cured?—Certainly, it is desirable.

37895. So there would be some desirability in putting the general ill-health under the medical officer of health if it could be done?—For purposes of information so that he should know.

Question of general gratuitous treatment of disease by medical officer of health.

37896. Information and also treatment following on hygienic advice?—I would not go the whole length of saying that he should publicly himself through his agents treat disease.

37897. You would in a great many cases, in phthisis for instance, which is one-third of the illness at some periods of life?—Yes, phthisis is certainly different.

37898. And all infectious complaints?—And all infectious diseases.

37899. You would give free treatment?—I do not gather that. I would not go that far, even, that in all infectious cases I would give treatment. For instance, ringworm; I believe they treat it at Croydon. I think, as I have stated, that in my opinion the primary object being the prevention of disease (this is just the view I hold) that it is going rather far even to treat ringworm actually.

37900. You would let ringworm spread rather than treat it?—That is putting it in a difficult light to me.

37901. I want to get it out?—I would not let it spread; I would not undertake the personal treatment myself, but I would see it was treated.

37902. You would have to treat it free. Supposing the person did not particularly want to have it treated, what would you do unless you offered treatment? Supposing the person said, "Really I cannot afford this," would you give treatment?—She would have to get medical attendance from somewhere.

37903. You would insist that she should have medical attention?—I would certainly.

37904. You would have to pay for it if she objected to it?—I do not know how that objection would be overcome, quite. I certainly would not let it spread, and I certainly would strongly advise, as strongly as I possibly could, that the child should be medically treated.

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Question of
general
gratuitous
treatment of
disease by
medical
officer of
health.

37905. How would you provide that it should not be left without medical treatment, or how could you provide the medical treatment unless you provided it free if the person would not pay?—That is taking an extreme view. I think if it was plainly put before a mother that her child had ringworm and that she herself must make an effort, I think she would.

37906. And if she did not, would you still let it spread?—If she did not I should regard her as being very much to blame. If she did not do her best, and she could be prosecuted, I think she should be.

37907. You would be prepared to prosecute a person who refused to supply the medical advice that was necessary for her child?—No, I do not quite put it in that light myself, but if she wilfully neglected to do her best to get medical advice for her child, then I would.

37908. We are told that a great many cases of blindness (I have forgotten what proportion) arise from ophthalmia or some form of eye disease which is preventible when the child is an infant. Would you be prepared to save the child from becoming blind by treating it free?—I daresay if I were left to myself, personally if I knew a child was going to become blind I should treat it quite on my own.

37909. I mean as the public authority. Two-thirds of the blind people become paupers, and a large proportion of those blind people are blind because of preventible eye disease in early infancy. Would you be prepared that the public authority should treat all preventible disease?—No, I would not.

37910. You would let the child go blind?—No, I would rather go on the lines of taking preventive measures, and suggesting treatment as in the other cases.

37911. You would inspect the child?—I should inspect the child, and separate the other children. One would not have a child with ophthalmia mixing with children whose eyes are quite normal.

37912. You go to the expense of inspection and advising but not the expense of the last thing which was required to save the child going blind; the inspection is a large part of the expense?—The inspection is the important part, because through that means the disease is found out. Then I think that other means might be found to actually treat the disease, so that the work of inspection, and thus prevention of infection, could go on.

37913. Is not this work of inspection by far the largest part of the cost; is it not by that you find out all disease and then give hygienic advice—is that not practically almost the whole cost?—I really could not say, but I should not think so, not as compared with the cost of treatment, if the subject is considered as a whole.

37914. I notice you say that other diseases are likely to become notifiable diseases, cancer, pneumonia and diarrhoea. Are those considered likely to be considered infectious diseases?—My reason for putting in cancer is, as I

hint at the end of that same paragraph, that it is very useful to disinfect, or it may be very useful, and most valuable to disinfect after a death from cancer. I think it would be well if every house could be disinfected after a death from cancer, and that power could be got by including it amongst the notifiable diseases.

37915. In order to do that you must have very complete inspection of all the cases of illness, must you not?—This would only refer to disinfection of a house after death from cancer, and the death returns, of course, show the cause of death.

37916. What about pneumonia; why do you mention pneumonia?—There certainly is a feeling, and I think not without ground that there is an infectious kind of pneumonia; that is the reason why I thought it very useful to have that information.

37917. Do you suggest that besides disinfecting for pneumonia and diarrhoea you should be empowered to isolate it and therefore treat it?—No I do not suggest isolation in any of these three cases.

37918. (Mr. Nunn.) Did I understand you to say you hope to get these made compulsory notifiable diseases by order of the Local Government Board?—I suppose we should need a local Act really.

37919. Do you see any objection to receiving notification of phthisis from others than medical practitioners?—No, not at all. Voluntary notification of phthisis.

37920. Perhaps you are not aware that in many parts of England, and in London, others than medical practitioners do send in notifications, and they are acted on by medical officers of health just the same?—I did not know that.

37921. (Chairman.) The children to whom you allude in paragraph 48 as sent to you for medical examination, I assume, were sent to you because it was presumed they were subject to disease?—No, they are really sent to me to see whether they are to go to school or not; they are sent by the school attendance officer to see whether there is any medical reason why they should not go to school. Medical examination of school children as to fitness for school.

37922. That is the regular practice is it, to send the children to the health officer?—I happen to be the medical officer of health and the medical officer to the education committee. It is in my capacity as medical officer to the education authority that I see these children.

37923. Is there a lock hospital ward in Blackburn?—They may have a separate small private ward, there is not a ward definitely fixed for that purpose, I think. Provision for lock cases at Blackburn.

37924. In the general infirmary?—No, there is not one in the general infirmary.

37925. Where would those cases be dealt with?—I presume at the union infirmary.

37926. That would be the only means of dealing with them?—Yes.

Mr. NATHAN RAW, M.D., F.R.S. (Edin.), called; and Examined.

Mr. N. Raw, M.D., F.R.S. (Edin.)
22 Jan. 1907.
37927. (Chairman.) You have prepared for us a very interesting statement, which is so clear that I do not think I need supplement it by many questions. Perhaps you will therefore kindly hand it in as your evidence-in-chief?—Yes. (The Witness handed in the following Statement.)

1. I am Visiting Medical Superintendent of the Mill Road Infirmary, Liverpool (900 beds), member of Council of the National Association for the Prevention of Consumption, British member of the International Commission on Consumption. Late medical superintendent of the Dundee Royal Infirmary, and medical officer to several large lunatic asylums and hospitals.

2. I am at present engaged in practice as a consulting physician in Liverpool, and am, in addition, visiting medical superintendent of Mill Road Infirmary, an institution entirely devoted to the reception and treatment of acute disease and illness amongst the poor belonging to the West Derby Union.

3. During the last twenty years I have been engaged in the treatment of sickness amongst the poor, in both Voluntary and Poor Law hospitals and asylums and have thus had an exceptional opportunity of observing the practical working of the two systems, and during

that time over 70,000 patients have passed through my hands, more than one half of whom were Poor Law cases.

4. I would like to confine my remarks more or less entirely to the question of the treatment of cases of medical sickness arising amongst the poorer classes of the community, and, more especially, the anomalies and hardships of the present system of Poor Law treatment as compared with that of the voluntary hospitals.

Present Authorities.

5. The three authorities for the treatment of medical sickness amongst the poor are:—
(a) Poor Law. (Guardians.)
(b) Voluntary system. (General hospitals.)
(c) Sanitary authority. (Fever, etc.) Three agencies for medical assistance of the poor.

6. The varying forms of sickness which have to be treated by these different authorities are roughly as follows:—

- (a) Medical cases.
- (b) Surgical cases (including operations).
- (c) Insanity (temporary and permanent).
- (d) Infectious fevers.
- (e) Venereal diseases.
- (f) Midwifery.

Sanitary authority responsible for infectious disease.

Authorities responsible for dealing with permanent and temporary insanity.

Insufficient provision for venereal disease.

Existing provision for dealing with midwifery cases. Deterrence of workhouses or midwifery cases and consequent evil results.

the deterrence of medical relief and its hardships.

7. Generally speaking there is necessarily a large amount of overlapping by the different authorities, but in the case of *infectious diseases* the sanitary authority assumes full responsibility and makes a charge for maintenance for any cases received from the Poor Law, whilst not making any charge for non-Poor Law cases.

8. In the case of *insanity*, the whole burden of responsibility of temporary mental disorder, including delirium tremens, falls on the Poor Law by Statute, whether the patients are or are not paupers.

9. In cases of permanent insanity, including imbecility and dementia, the responsibility is shared by the Poor Law by detaining such cases as are suitable in workhouses, and by the County Councils in lunatic asylums.

10. All cases of *venereal disease* are now practically debarred from the general hospitals, to the great detriment of the community and the sufferers. The result is that the Poor Law is compelled to provide special accommodation for such cases as will come within its jurisdiction, whilst the other cases are not isolated, with the result that venereal disease is spread through the city by women who are not properly cured.

11. The treatment of poor women in their confinement is one of the greatest difficulties in the health administration of a large community. By far the great majority of women are confined in their own homes, the small lying-in hospital being reserved for cases of difficult labour requiring skilled attention. The very poor women who cannot afford the services of a doctor or a midwife are left to the tender mercies of a nurse from a charity, or else are offered the workhouse. Single women seemingly do not mind the workhouse, but my experience is that married women will do anything rather than enter the workhouse for confinement. They readily seek admission into a separate union infirmary where there is no stigma attached, but they strongly object to register the birth of their child as having taken place in a workhouse. There can be no doubt that hundreds of mothers and children are sacrificed annually from the fact that confinement has to take place in insanitary rooms in which there are little or no facilities for recovery and in many cases in which the bare necessities of life are wanting. Nothing is so much desired as better facilities for the birth of children in large cities quite apart from the stigma of pauperism.

12. With regard to the general question of the treatment of acute sickness amongst the poor, it must be admitted that the present system, although conferring enormous benefits upon those who are admitted into the Poor Law institutions, is, in a great many instances, full of hardship. The great difficulty at present seems to be the reluctance, even in cases of dire necessity, on the part of the poor to enter a workhouse or workhouse infirmary for the purpose of treatment. The very fact that no case of urgent sickness can be treated without the penalties and stigma of pauperism, is, in itself, a sufficient reason to deter such people from seeking the aid of the Poor Law. To take an ordinary example:—A working man with a wife and family is attacked with an acute disease like rheumatic fever or acute pneumonia. His home is totally inadequate for the treatment of such a condition and, moreover, he cannot afford proper nursing and proper food. He is reluctantly compelled to ask for Poor Law relief, when he will be removed to the workhouse or the workhouse infirmary and there treated until his recovery. He has, however, to be classed as a pauper. He loses his parliamentary and municipal votes and he is liable to be charged the full amount that he can afford to pay for his maintenance. Supposing, for argument's sake, that this same man was fortunate enough to secure admission into a voluntary hospital, he would be treated with equal care, he would suffer no disabilities as to the franchise, and would not be asked or expected to contribute one penny towards his maintenance.

13. Or to take another example:—A man in a respectable social position is knocked down in the street and suffers a fracture of the leg. He is taken to a general hospital but they cannot admit him on account of want of accommodation. He is then removed to a Poor Law institution where he suffers the same disabilities of franchise and is classed as a pauper. This is a state of things

which is occurring every day in any large populous centre.

14. Before one can discuss in detail the difficult problem of medical sickness amongst the poor and its treatment, it is necessary to consider the present state of evolution of the Poor Law in that respect. The original intention of the general or voluntary hospitals and other charitable institutions was to devote their entire energies to the treatment of the sick poor, that is, to people who were quite unable to provide such accommodation for themselves and who were, in the words used in the charters of those institutions, "objects of charity." It was never the intention of the Poor Law to treat generally such cases. Gradually, however, the hospital has been added to the workhouse, separate infirmaries have been erected for the treatment of acute sickness, and the Poor Law has been compelled to advance against it; will so as to bring its institutions into line with the best general hospitals. Public opinion has compelled the Poor Law to adopt the very best and latest facilities for the treatment of disease in all its stages. Operating theatres have had to be provided in Poor Law institutions, fully equipped for the purpose of carrying out any surgical operation which may present itself in a Poor Law institution, with the result that the best medical skill that can be procured has to be obtained for Poor Law institutions and an up-to-date staff of nurses, trained in all branches of their work, to assist in the furtherance of the treatment of the sick poor.

15. In the meantime, what has happened to the general or voluntary hospitals? Instead of confining their work, as originally intended, to the poor, they are now treating within their walls a class of the community very much higher in the social scale who can in a very great number of instances well afford to pay for medical advice.

16. This extraordinary change in the voluntary or general hospital has caused a very serious reaction on the Poor Law institutions. Now-a-days owing to the great improvement in the equipment and treatment received a class of people who a few years ago would shrink at the very idea of entering a hospital, now clamour for admission.

17. Until a few years ago all admissions to hospitals were by means of subscribers' letters or recommendations from governors.

18. This system had the great advantage of encouraging subscriptions and also of safeguarding admissions so that only persons in poor circumstances were allowed to use the hospitals. All this is changed. Subscribers' letters and governor's recommendations are practically abolished, with the result that the Hospital Committee has no voice whatever with regard to the admission or discharge of patients, the whole process being in the hands of the medical officers who admit all and sundry regardless of their pecuniary circumstances.

19. This system is full of advantage to the fortunate patients, who receive the best medical skill and treatment free of all cost, but it has practically crowded out the sick poor for whom they were intended, and who now have to fall back as a last resource on the union.

20. Moreover, it is very unfair to the medical profession that such treatment should be given gratuitously, of free and it has a most demoralising effect on the patients themselves by removing all stimulus to provide against sickness and accident.

21. If a workman has an accident or an illness and is removed to a general hospital, his sick pay from his club or society is not interfered with, but if he is removed to a union infirmary the sick pay is stopped, and any pension from the Army or Navy is seized by the guardians, and the cost of his maintenance deducted.

22. The question of enforcing payment in cases of sickness where it can be afforded is one of great importance. Whatever principle is adopted, whether free or chargeable, should be uniform and the same to all classes.

23. The present system is full of hardship to the poor and too lenient to those better off. The position can best be explained by quoting the state of affairs existing in Liverpool and district with a population of 1,000,000 people.

Mr. N. Raw.
M.D., F.R.S.
(Edin.)

22 Jan. 1907.

Alteration in standards of Poor Law and voluntary hospitals and in class of patients treated.

Invasion of voluntary hospitals by socially higher class of patients and consequent crowding out of the poor into poor law hospitals.

Evil result of free treatment at voluntary hospitals.

Comparison of the incidents of treatment in voluntary and Poor Law hospitals.

Anomalies of system of recovering cost of medical relief.

Mr. N. Raw, M.D., F.R.S. (Edin.) 24. There are provided in the workhouse hospitals and union infirmaries 3,000 beds for cases of acute sickness amongst the poor. The general hospitals and charitable institutions provide about 1,000 beds.

22 Jan. 1907.

Comparison of cost of medical treatment recovered by Poor Law and voluntary hospitals in Liverpool.

Increasing attractiveness of separate Poor Law infirmaries.

Difficulty as to refusing order for medical relief.

Use of Poor Law infirmaries as general hospitals and consequent spread of pauperism.

Objections to deterrence of medical relief.

The principle of payment for medical assistance in proportion to ability.

Extension of medical relief causes fall in voluntary hospital subscriptions.

Phthisis as a cause of pauperism and great cost thereof.

25. The guardians of the three unions recover over £4,000 a year from the patients who use their hospitals, whilst the general hospitals do not recover £400 a year from those patients who use them. So that it comes to this. The pauper has to pay for his medical treatment and loses his franchise, whilst the general hospital patient receives all for nothing and his franchise is not interfered with. This state of things should certainly be amended.

26. The policy of providing separate union infirmaries for the treatment of acute sickness amongst the poor was a wise and humane one, and by removing them from the taint of the workhouse the poor were induced readily to use them, but the pendulum has swung too far. A very large number of people who are not destitute and are not by any means paupers do not hesitate to use them.

27. In cases of sickness or urgency, a relieving officer cannot wait to make full enquiry; he gives an order for admission rather than risk a scandal, and the medical officer of the infirmary for the same reason will not refuse admission to an urgent case, whatever his circumstances. Public opinion and the coroner's jury will not tolerate any red tape when a human life is at stake. Again, the general hospitals refuse admission to "undesirable cases" and refer to the workhouse any patient whom they are not disposed to keep.

28. The general result is that everything of an uninteresting or undesirable character relating to sick patients is thrust upon the Poor Law, which is apparently helpless to refuse. There can be no doubt that the present union infirmary is doing the work of a general hospital and doing it well, but in so doing it is acting as a manufactory of paupers, an unfortunate admission to have to make.

29. The strongest possible argument for the municipalisation of all hospitals is the present state of the Poor Law. No man or woman should be punished because he is attacked by sickness or accident. If he requires hospital treatment for his recovery and speedy return to work it should carry with it none of the disabilities of pauperism. The severity and rigour of the Poor Law should be reserved for those who are not sick. It is economic to give a poor man the best possible treatment so as to restore him to work quickly, rather than that he and his family should have to be supported by the rates for an indefinite period. I am, however, strongly of opinion that every person who uses a hospital, whether voluntary or Poor Law, should be compelled to pay as much as he can afford towards his maintenance, care being taken that no hardship is caused, and that he should not be deprived of treatment on account of the charge. The guardians are as a rule most lenient, and I have not met with many cases where the health of a person has suffered from too early discharge from hospital on account of inability to pay.

30. The real reason why the subscriptions to general hospitals have fallen off to such an extent as at present is that the subscribers say the poor are now treated by the Poor Law authorities and that they support them by rates.

Tuberculosis.

31. The terrible scourge consumption and other forms of tuberculosis causes more pauperism than any other disease. One-seventh of the total cost of the Poor Law is due to it.

32. In Liverpool alone the cost to the ratepayers of maintaining such cases alone is £25,000 a year.

33. The sad part of it is that highly respectable people in all ranks of society are dragged down to destitution by this fell disease, finally becoming chargeable with their families to the Poor Law. I have made a special study of this problem as it affects the poor, and have carefully examined 4,000 cases of consumption in the wards of a union infirmary.

34. I have come to the conclusion that nearly 60 per cent. of these people are paupers because they are consumptive, and not consumptives, because they are

paupers. I have met with hundreds of cases where respectable working men have struggled with the disease as long as possible and finally have been compelled to seek Poor Law relief.

35. The disease is a chronic one as a rule, and the cost of maintaining cases of tuberculosis is excessive. Yet the Poor Law is compelled to take them because no other authority will have them. There is no more pressing and vital problem from a sociological point of view than this one; as there are at present in England and Wales over 200,000 men afflicted with tubercle, the majority of whom will ultimately have to resort to the workhouse unless released by death. The enormous strain on the resources of the unions, both by reason of the cost and the fact that in Liverpool alone over 700 beds are permanently occupied in the workhouse hospitals by persons suffering from tuberculosis, makes it expedient to make some attempt to offer a cure for this dread disease.

36. With this end in view the three unions of Liverpool have combined to form a tuberculosis committee and have erected and equipped a sanatorium for the treatment and possible cure of early cases of consumption.

37. The results so far have been satisfactory and encouraging; but here again the pauper test has to be imposed, with the result that it is difficult to get patients in the early stages of the disease to enter the sanatorium, because they are compelled to pass through the workhouse, which they strongly resent. The work is economic and humane and is doing a great deal of good amongst the poor.

38. The wider question of tuberculosis in its relation to the health of the general community ought to be seriously considered. It is essentially a matter to be dealt with by the sanitary authority, both with regard to the prevention and treatment of the disease, as until some general and concerted measures are adopted to prevent its spread by infection from person to person we cannot hope for much improvement.

39. This surely is not the duty of the Poor Law authorities who now are sadly handicapped by being compelled to maintain all those unfortunate sufferers whom no other institution will shelter and support.

40. The whole problem of medical sickness amongst the poor is full of difficulty and disappointment. The two most important questions are:—

(a) How can it be most efficiently done without unnecessary hardship.

(b) Which authority is most competent to undertake the work.

41. As we have seen, there has been a gradual transfer of responsibility from one authority to another within the last twenty years, with in each case a surprising benefit to the community.

42. *Fever Cases* have been within the last thirty years all removed from the general hospitals and workhouses and transferred to the sanitary authorities, who have provided special fever hospitals, with the result that the death rate has been immensely reduced.

43. *Insane Cases* have been also removed from hospitals and workhouses to a large extent and transferred to the care of county and borough councils with excellent results.

44. The whole tendency of the present age is to remove from the workhouse all those who are likely to benefit by training, such as defective children and epileptics, as well as education of children.

45. When the Poor Law was framed there was practically no other responsible authority to participate in the treatment of the sick poor, consequently it was left to care for everything and everybody; but since the creation of county councils, borough councils and district councils everything is changed. These authorities are now gradually taking their part in the work, with the result that there is considerable overlapping and confusion in the performance of their separate duties, and the experience of many years in the working of each authority compels one to consider the question whether or not the time has yet come for the Poor Law to cease to take any part in the prevention and treatment of disease.

Phthisis sanatorium provided in combination of Liverpool Unions. Evil results deterrence medical relief in Phthisis cases.

Proposal to transfer sanitary authority should deal with phthisis.

Tendency transfer to sanitary authority treatment various classes of diseases and good result thereof.

Question of transfer to sanitary authority the function of the Poor Law as to disease.

46. The gradual evolution of the Poor Law to its present efficient system of the treatment of the sick has gone too far.

47. It is doing the work which ought to be done by the sanitary authority, who would probably not do it more efficiently but would certainly reduce it to uniformity and prevent, as at present, injustice and hardship to the sick poor. The Poor Law has lost its terrors. The trend of public opinion would not be in favour of imposing harsh tests for admission.

48. A mighty difference should be made between the deserving sick poor and the hopeless loafer and wastrel.

49. For these, colonies should be provided by each district, with compulsory powers of detention, under the control of the Home Office.

50. The vagrants should be under the control of the police and the Home Office, whilst the children and infirm should be carefully tended and maintained in comfort by the municipality with the co-operation of private charity.

51. There is no doubt the public would gladly subscribe to institutions for the care of the aged and infirm if they were removed from the Poor Law, at present they cannot do so excepting by rates.

52. In my judgment, after making a careful practical study of the continental systems, I am of opinion that before any solution of the present state of things in England will be found it will be necessary to establish a system of

53. *Compulsory Insurance* amongst workmen, either a State insurance or with the present friendly societies.

54. In hundreds of cases which have come under my notice it was evident that had a little provision been made by the workmen when in good circumstances, he need never have come under the Poor Law. I would conclude by saying that if the whole treatment of the sick poor of any community was undertaken by the central authority it would have the co-operation of all philanthropic societies and private munificence, all of which are at present debarred by reason of association with Poor Law.

55. The guardians and officials have done their very best to alleviate the lot of the sick poor; it is not them, but the system that is at fault, a system which, however necessary it was half a century ago, at present requires amendment or reform to bring it into line with modern views on social and economic questions.

ADDENDUM.

56. In my opinion, before the Poor Law can be made effective it will be necessary and desirable to dissociate from it the whole question of medical sickness.

So long as there is the possibility of sick persons being treated with hardship it will be impossible for the guardians to tighten up the Poor Law so as to treat the vagrant, the wastrel, and the vicious and lazy with the rigour necessary for their proper treatment.

A sick person should be on quite a different footing to a vicious one, and every facility should be given without stigma for his rapid recovery to health so that he may return to work and support his family.

57. The formation of a *National Health Department* with a Minister of State at its head who would be responsible for the administration of health affairs through the country.

This would involve the establishment of:—

(a) A *National Medical Service*, to take the place of the present Poor Law medical service. The members of this service would include the present medical officers of health and the medical officers appointed to treat the sick poor. The medical officer of health in every town and district would thus undertake the supervision of all sickness arising in his area. At the present time he has no jurisdiction excepting in cases of notifiable infectious disease. This would give him a knowledge of sickness and disease in his district which he has not at present.

(b) The formation of a *National Nursing Service* to take the place of the present Poor Law nursing service. The nurses would not only work in hospitals and institutions, but would visit poor patients at their own homes, and, if necessary, attend poor women in their confinement.

These medical and nursing services would have all the status of a Government Department with a regulated scale of pay and pension in exactly the same way as the prison service. They would be inspected by Government inspectors and controlled by the local authority.

(c) The whole question and responsibility for sickness and its treatment amongst the poor of any community should be placed under the control of the local sanitary or health authority and would be supervised by the medical officer of health. It would simply mean an extension of the present principle of fever hospitals which are admittedly well managed and in which the sick receive the best treatment.

At the present time the question of treatment of sickness is in a state of chaos and confusion entailing a great deal of overlapping and unnecessary expense. Some sick persons are treated by the Poor Law, others by the general hospitals, and others by the health authority.

At the present time a municipality has the power to provide hospitals for infectious diseases and asylums for lunatics. This principle should be extended and should include the ordinary hospital and home treatment of those sick persons who are unable to provide it for themselves and whom it is a national advantage to restore quickly to health. At the present time it is all done at the expense of the rates and it simply means reducing the present state of confusion to one of uniformity and fairness.

37928. (*Chairman.*) Before we get to the pith of your statement I should like to ask you two questions. In paragraph 10 you state that lock hospital cases are now practically debarred from the general hospitals; is that so?—Yes; within recent years it has been so.

37929. Is the tendency to push that class of case out?—The tendency is to push it out from the voluntary hospital, and then of course it has to be taken up by the Poor Law as a last resort.

37930. This is a class of case, which, looking at the general health of the community, does require very careful treatment and investigation, does it not?—Certainly.

37931. My second question refers to what I think is rather an indication on your part in your next paragraph that you would like to increase the number of lying-in wards?—I should.

37932. What was your idea when you wrote that paragraph? Was it the idea that there should be paying wards for respectable women whose husbands could not afford to pay a very considerable sum, but who would not be disposed to go into the infirmary as Poor Law patients?—Undoubtedly that is the case. Respectable people have the greatest horror of going to the Poor Law for that purpose. I am speaking now, of course, of married people.

37933. The words you use are “Nothing is so much desired as better facilities for the birth of children in large cities quite apart from the stigma of pauperism.” What was the sort of idea that you had?—First of all, that they should be attended at their own homes by qualified midwives, or if the case demanded it, should be taken into a lying-in hospital which would be provided at the public expense but would not be associated with the Poor Law.

37934. Then was it your idea that this attendance should be free?—No, not necessarily free. If it was necessary, of course it would have to be free.

37935. You would keep these lying-in hospitals, as far as possible, for women of respectable character, I take it?—Yes, certainly.

37936. Now, to deal generally with your statement. You have stated I think very clearly what are the disadvantages of the present system. You think that there is an increasing tendency on the part of people who can quite afford to pay for medical treatment to avail themselves of the free treatment which they can obtain in hospitals?—Undoubtedly. I think that is the general impression of the medical profession.

37937. And that results in rather a diversion of these hospitals from the original purpose for which they were intended?—Yes, undoubtedly.

37938. Apparently, side by side with this, there are attempts on the part of the guardians to recover the charge

Mr. N. Raw,
M.D., F.R.S.
(Edin.)

22 Jan. 1907.

Proposed
transfer of
medical relief
to the
sanitary
authority.

Deficient
provision for
venereal
disease.

Deterrence of
midwifery
relief and
need of more
midwifery ac-
commodation
apart from
the Poor
Law.

Increasing
social status
of patients at
voluntary
hospitals.

Mr. N. Raw, for medical treatment from the patients who frequent *M.D., F.R.S.* the infirmaries?—Yes; I think that is becoming more stringent. (*Edin.*)

22 Jan. 1907. 37939. You give us some rather remarkable figures. You stated that the guardians of the three unions in Liverpool recover over £4,000 a year from their patients whilst the general hospitals do not recover more than £400 a year?—That is so. Of course it ought to be stated that the general hospitals have no power to recover; they are charitable institutions, and their charters will not allow them to make a charge for any patient, so what they do recover are voluntary gifts.

37940. Have they not paying wards?—Some of them have paying wards, but I think that that part of a hospital should be dissociated from the inquiry altogether, as that is more or less a private hospital.

37941. You say that the proportion of beds in the union infirmaries and hospitals as compared with the proportion in general hospitals in Liverpool is about 3,000 to 1,000?—Yes.

37942. Have you any idea what the proportion is all over the country?—No, I have not, but I should think it is very near this. I should think that in the rural districts the proportion is very much higher in favour of the Poor Law, but that in the big cities, where you have a lot of philanthropy and large donations, the average would be a little smaller.

37943. Your contention is that the Poor Law as originally created was not intended to undertake this particular class of work?—Undoubtedly.

37944. But it has been grafted on it?—If I may say so, it has of necessity evolved into this condition. The charitable institutions, the voluntary hospitals, instead of confining their work to objects of charity, which their charters say they shall, are now taking a better class of people, with the result that the poor, who were intended to be treated in the voluntary hospitals, have now to be treated by the Poor Law.

37945. Your impression is that the fact of medical relief being connected with the Poor Law is a deterrent to a good many respectable people seeking medical relief through that channel?—Unquestionably.

37946. Are you quite satisfied of that?—I am quite satisfied; in many cases they are deterred from seeking it until it is too late. For instance, people will struggle on with a disease and spend all their money, and then apply to the Poor Law in cases almost where the people are dying.

37947. Therefore, you have come to the conclusion that it would be a great advantage from the medical point of view and from the health point of view, if the medical treatment of the respectable poor could be dissociated from the Poor Law?—I am absolutely of that opinion after a great experience of both systems—both the voluntary and the Poor Law.

37948. Your suggestion is, I think, that the municipal authority should take control of the infirmaries, and in some way try to get the general hospitals to work in with the infirmaries?—I do not think I should care to make any reference to the general hospitals' scheme yet; but I should be in favour of the health authority in every district taking charge of the sick poor within its area, whatever disease it was. At the present time, they treat all insanity and they treat all infectious diseases, and I should like that principle extended to ordinary illness.

37949. As regards infectious diseases, they treat those free at present, do they not?—They do treat those free; but it ought to be explained that the reason why they treat them free is, not that the public do not feel that they ought not to pay, but to encourage the public to send their cases into fever hospitals, and so prevent epidemics spreading. If they made a charge on ordinary fever cases, then there would be less desire to send cases in, especially with children. They have full power, however, to make a charge.

37950. But, for the reason you have stated, they decline to make use of that power?—Yes.

37951. Assuming a case is a really serious medical or surgical case entailing prolonged treatment in an in-ward, as a rule, I think the patient pays nothing either in the infirmary or in the hospital?—Sometimes he does in a Poor Law infirmary.

37952. Is it not the practice in those cases for the Poor Law to make no charge, as an adequate charge would be quite beyond the means of anyone of the wage-earning class?—I think the practice in the Poor Law is that the only condition on which a charge is not made is the inability of the patient to pay it.

37953. In a case entailing an operation, and taking the wage-earner of the family away for a month or two, is a charge made?—Certainly, if they find that he can pay it. For instance, if he is in a club, a tontine club, or a sick club, or if he has a pension, that is invariably taken.

37954. In the case both of the club and the pension there would be funds available?—Yes; and these things are seized by the Poor Law.

37955. Would you say it is the general practice in these cases to try and recover if practicable?—Certainly it is the general practice.

37956. I should like to try and work out a little the result of the proposals you make. First, you propose that the health authority should take control of the medical treatment and relief now given by the Poor Law authorities; would you make that relief free?—No.

37957. You would charge then?—Certainly. It would be the essence of my suggestion that a charge should be made whenever it could be made.

37958. As regards the persons who could not pay, what would you do?—I should do it at the expense of the rates.

37959. That is to say, through the guardians?—According to my proposal it would be through the health authority.

37960. Let us take a concrete case. Supposing there was a severe illness and the head of a family was in hospital for two or three months, and in the meantime his family had been obliged to apply for poor relief; how would you deal with a case of that kind?—The man who was ill would be treated by the health authority, and the condition of the family would be investigated by the guardians.

37961. Would the sanitary authority make their own enquiries as to the ability of the man to pay when he first came in, or would they do it through the Poor Law?—That is a matter of arrangement.

37962. I assume you prefer, holding the views that you do, not to do it through the Poor Law agency in the first instance?—Not as far as sickness is concerned.

37963. Now take the case of medical comforts; assuming the patient was discharged and required feeding up afterwards, through what agency would you provide for that?—That would be done by the co-operation of the central relief society either with the health authority or with the guardians.

37964. That would then be again a matter of arrangement?—Yes.

37965. It was suggested to us by one witness of some authority that it might be possible to work through the medical provident societies. I assume you would agree that in any scheme which is put forward consideration must be paid to these medical provident societies?—Yes.

37966. And also to the interests of the general medical practitioner?—Yes.

37967. You would say those were two essential points, I assume?—They are absolutely essential to my suggestion.

37968. The suggestion that was made was that the medical relief should be provided for through the provident societies and that where a person did not belong to a provident society, and was unable to qualify, then a charge or a payment should be made by the Poor Law authority; further that there should be a minimum out-medical medical fee, and that the charge of the medical provident societies should be so arranged as not to unduly compete with that minimum fee. That idea would fit in rather with what you are suggesting, would it not?—It would, quite well.

37969. The idea being if possible to stop the free out-medical relief of the hospitals?—Yes, that is it.

Proposal for payment to sanitary authority for medical relief in proportion to ability of patient.

Families of indigent patients of sanitary authority should be relieved by the guardians.

The relief of convalescent

Position of provident medical societies and of general practitioners in any scheme for re-organising medical relief.

Proposal to utilise provident medical societies as agencies for out-medical relief.

37970. And to put certain pressure upon individuals to join the Medical Provident Societies?—Yes. But a hardship would still remain if people did not join these provident societies, because there could be no compulsion about it.

37971. I think in the case of most provident societies they could become members by paying a rather higher rate; do you know anything about that?—I suppose they might.

The question of payment according to ability for treatment in voluntary hospitals.

37972. You said you would like to leave the general hospitals at first out of your scheme; would you not think it necessary to take them into consideration in any scheme of this kind?—I feel sure that the solution of the general hospital problem, which is so very unsatisfactory at present, would have to follow the lines of a suggestion such as this. If a charge was made by the health authority for treating the sick poor, then naturally a charge would have to be made in general hospitals for treating cases there; and if that were done the medical profession would be satisfied.

37973. Did you not state just now that the charters of some of these hospitals rather precluded that?—Of course their constitutions would have to be altered.

37974. Is all the medical treatment in hospitals free?—Yes, it must be. All the charters of the charitable hospitals in Liverpool state absolutely that no charge can be made for patients who live within a certain area.

Question of need for a workhouse infirmary.

37975. It is alleged by authorities on Poor Law administration who have knowledge of details and facts, that the guardians must have some infirmary, as very considerable numbers of the persons who are admitted to the workhouse almost immediately afterwards pass on into the infirmary. You have had some experience in that direction, I suppose?—Yes, considerable. But that would all be obviated by an ordinary medical inspection. At the present time the relieving officer has the absolute decision as to where a case shall go. The medical officer has no voice in the matter at all. For instance, if a relieving officer is asked to give relief to a person ill, say, with pneumonia, he refers the question to the medical officer who examines the man and recommends his admission to the infirmary, say; but the relieving officer need not act on his decision, and may send the man to the workhouse. If it rested with the medical officer to say to what part of the institution he should be immediately admitted, that would all be obviated. If he said the man was to go into a separate infirmary or into a separate hospital, if it was a case for hospital treatment, of course it would have then to be done.

37976. As regards the entrance into infirmary or hospital the difficulty might be got over, but then when he is cured he would have to go back to the workhouse?—Do you mean if he was under the health authority?

37977. I am assuming that a person who is sick and unwell comes up before the guardians for relief as at present and gets an order for the house, and then is passed on to the infirmary; when he comes out of the infirmary he goes back to the house, does he not?—He may do, but he may go straight home.

Question of power of infirmary and Poor Law authorities to discharge patients.

37978. Under your scheme there would be the possibility, would there not, of a certain number of persons in the hospitals, who were under the health authority, passing back to the workhouse when they became convalescent?—Under my scheme I should give the health authority the power of discharge. At the present time the Poor Law Authority has no power of discharge. A man goes into a Poor Law infirmary, and he recovers from an illness; then he is passed on to the workhouse, and he can stay there and the guardians cannot turn him out.

37979. (Sir Samuel Provis.) The guardians can discharge him at any time, surely?—I dare say they have the power, but they never use it.

37980. I think we have had evidence the other way?—At any rate I am only speaking from my experience at Liverpool. I think that this is a most important point, because, to a very great extent, it accounts for the workhouses being as full as they are.

37981. (Chairman.) Would you strongly advocate that there should be full power of discharge?—After investigation.

37982. (Mr. Booth.) Then how would you treat the re-admissions?—I should treat them on their merits.

37983. (Chairman.) You suggest in your addendum that if it were practicable to give effect to your ideas, you would like to form a national health department, a national nursing service, and a national medical service. I suppose, looking at it from a health point of view and from a national point of view, you think that this combination of duties would be very beneficial?—I think it would be very beneficial indeed.

37984. Some of our witnesses think that the treatment of individual cases rather interferes with the power of discharging the general sanitary duties; is that your view?—I think if a national health department were established it would co-ordinate all matters of health, which at the present time are distributed over several authorities.

37985. Do you think that you would, under such a scheme, be able to differentiate between the treatment of the individual and general sanitary inspection in such a way as not to make one service interfere with or tend to impair the efficiency of the other?—I do not think the scheme would have the effect suggested.

37986. There would be an increase in the cost, I assume?—Yes, I think there would be, at first.

37987. Do you think that much of the illness with which you come in contact is preventable?—Of course a certain proportion is preventable, but a very large proportion is incidental to the work of a big city.

37988. Under your scheme do you think there would be more tendency on the part of a person who was ill to ask for advice in the earlier stages?—Yes; at the very beginning of an illness, if the treatment was dissociated from the Poor Law, the people themselves would not be unwilling to seek it. Then, again, under my scheme, the health authority, by having a knowledge of all forms of illness in a big community, would be able to take means for the prevention of illness. At the present time the Poor Law authority has no power or jurisdiction to prevent illness; it simply has to take cases in when they are, as I say, in many instances at death's door.

37989. At present the municipalities have powers to provide hospitals for infectious diseases, but I think some legal authorities contend that they have also power to provide hospitals for non-infectious diseases?—I have it on the authority of the late President of the Local Government Board that any health authority has full power under the Public Health Act, 1875, to provide any hospital for the treatment of sick persons.

37990. I put that question to you because the last paragraph in the addendum rather implies that the power to provide hospitals is limited to infectious diseases?—I think that is the general interpretation. Health authorities do not know of this power.

37991. Would the formation of a national medical service of the kind that you suggest interfere much with the interests of general practitioners?—I think it would improve them.

37992. That is assuming that the medical relief was not made generally free?—Yes; of course it must not be made free.

37993. If it was made free that would be a vital objection, would it not?—Certainly. If a national medical service was established with a Government Department at its head, then medical men would be very glad to join it. They would be glad to get into the service, because they would have the status of a Government Department with a fixed rate of pay, fixity of tenure, pension, and all that sort of thing.

37994. It has been suggested to us by one or two medical men that there should be a medical distinction between Poor Law infirmaries and general hospitals, the Poor Law infirmaries dealing more with the chronic cases, and the general hospitals dealing with the acute cases. I assume that you are not in favour of so hard-and-fast a distinction?—I do not think it is possible to make it. The definition of what is an acute case and what is a chronic case is so difficult to formulate.

37995. Assuming that you have your national medical service, and assuming that you take acute cases in the infirmaries, I suppose the next step would be that you would be compelled to have medical schools in certain of them?—I think that is very desirable.

Mr. N. Rose,
M.D., F.R.S.
(Edin.)

22 Jan. 1907.

Proposed state medical service to be organised by Government department.

Proposed transfer of medical relief to sanitary authority, and effect on prevention of disease.

Power of sanitary authorities to provide general hospitals.

Relation of a state medical service to the position of the general practitioner.

Difficulty of distinguishing between acute and chronic cases.

Question of medical students in Poor Law infirmaries.

Mr. N. Raw, M.D., F.R.S. (Edin.) 37996. You would be in favour of that?—Certainly. I cannot see any objection to it. I cannot see why the Poor Law institutions should not be educative institutions. It is so on the Continent.

22 Jan. 1907.

Advantage of transferring all medical relief to sanitary authority.

37997. If this idea of yours was at all to bear fruition, you would wish this health authority to be dissociated from the Poor Law, and therefore under some other local authority?—As at present. The medical officer of health in that case would be responsible for the whole of the sickness in his area, and of course he would be under the control of the Local Government Board. At the present time, the medical officer of health can only deal with cases which are notifiable under the Public Health Act; therefore the medical officer of health has a very poor idea of the real sickness in his locality. If he had to deal with such things as pneumonia, bronchitis, diarrhoea, and various things of that sort, he would have a better knowledge of the sickness in the community, and he would be able to supervise the prevention of it.

37998. And that would give him some insight into the causes, perhaps?—Yes, it would. At the present time the medical officer of health can take no action because these diseases are not notifiable. The cost in that case would not be any greater than it is at present under the Poor Law.

A state medical service implies increased Government control.

37999. Under your scheme a medical establishment of considerable dimensions would be put under local control; I assume that you would associate with it a very strong central supervising authority?—Yes. The health authority would be the central supervising authority, subject to medical inspection from the Local Government Board.

37800. You would give them, I suppose, strong general powers, if necessary, to override the local authority?—Would I give the Local Government Board strong powers?

38001. Yes; would you give strong powers to the central authority?—Certainly. I mean general powers of course, not local powers; for instance, every institution should be open to Government inspection, as Poor Law institutions are at present.

38002. I presume it might be necessary to give them power to compel a local authority to do a certain thing, whether they wished to do it or not?—Do you mean to supply accommodation for sick people?

38003. I was thinking more of dealing with infectious diseases; but perhaps they have that power now?—They have a limited power.

The possibility of transferring medical relief to sanitary authorities in rural districts and establishment of system of rural cottage hospitals.

38004. In framing your scheme I assume that you have looked at the problem mainly from an urban point of view; or have you considered what the effect would be in rural districts?—Yes, I have considered that point. I must confess that it would work better in a large community than in a scattered district; but there is no objection to it in a rural district.

38005. We have had one or two witnesses who have been health officers as well as Poor Law medical officers; in such cases there would be a difficulty, would there not, in the rural districts in dissociating the infirmary from the Poor Law, because it is very often part and parcel of the workhouse?—It almost invariably is. At the present time in rural districts the treatment of the sick is carried on in the workhouse.

38006. It would be difficult, would it not, to draw a distinction between medical relief and other relief under those circumstances?—I do not think so. I do not think there would be any difficulty. It would be quite obvious if a man had an acute illness that he did not require to go into the workhouse, and that he would want hospital treatment. At the present time if a poor person in a rural district is taken acutely ill he is admitted into the workhouse, as that is the only possible refuge for him. My scheme would mean simply erecting cottage hospitals in rural areas. They would be paid for out of the ordinary rate, and the cost would be no greater than the maintaining of hospital beds in a workhouse. Then the workhouse would be reserved in each rural district for the able-bodied and the infirm people.

38007. You would do it in that way, by cottage hospitals then?—I would do it in that way. It would be simply a transfer of powers from one authority to another. That is easily arranged now with regard to infectious diseases in every rural district and in every area, so that if a man is

attacked, say, with scarlet fever, he can always be provided with accommodation.

38008. In a rural district would a person who is ill go to the health officer, or some subordinate officer, for medical relief and not to the relieving officer?—Yes, quite so, in the case of acute illness. I cannot see any reason why a man should be taken into a workhouse if he gets pneumonia, because he is only ill for, say, a fortnight and then he is back at work again.

38009. I assume you would contemplate having a staff for domiciliary visiting?—I think that is the most important part of it. Whoever takes control of the sick ought to provide visiting nurses who should go about and visit the sick. At the present time the Poor Law precludes that altogether. Importance of providing nurses to visit the sick poor.

38010. It was suggested that poor people might not like to have a visit from a medical officer who was an official of the health department, because they might think that whilst medically attending to the patient he was prying about to see in what condition the house was?—I think that sentiment has disappeared now.

38011. You do not think that is a serious objection then?—I do not think so at all.

38012. (*Mr. Booth.*) In your Addendum (Par. 56), you say it will be necessary and desirable to dissociate from the Poor Law the whole question of medical sickness; in what way do you differentiate between medical sickness and other sicknesses?—I am taking the Local Government Board's definition of sickness, which includes all acute sickness. The possibility of dissociating medical relief from the Poor Law.

38013. There would be cases which you would take out of the workhouse and into your hospital, but would that not still leave certain forms of sickness which would not be acute enough or important enough to move?—If they did not require hospital treatment?

38014. That is exactly what I am trying to get at?—If they did not require hospital treatment then they would, as at present, be treated by the Poor Law.

38015. You said, I think in answer to a question, that it was difficult to differentiate between acute illness and other forms of illness?—Yes.

38016. Is it not equally difficult to say what is sickness that requires hospital treatment?—I do not think that it is very difficult. It is a medical question. The principle of payment for medical assistance according to ability and difficulty of deciding as to ability.

38017. So that there really is a definition in your mind of medical sickness?—Generally speaking, there is quite a clear definition, but I admit there are many cases which do not appear at first sight to require medical treatment but which prove afterwards to do so. As a general rule it is quite obvious to a medical man whether a case requires hospital treatment or not.

38018. So that other cases of sickness would remain in the charge of the Poor Law?—As at present, yes.

38019. And it would depend upon the opinion of the medical officer, which you think could be readily given?—Yes. My point is, that if a case made application, say, for treatment, the medical officer, if he thought that the case was going to be of short duration, would send it to the health authority, that is, to the hospital, rather than to the Poor Law institution.

38020. And for a time they would, in a certain sense, cease to be paupers?—They would not be paupers at all.

38021. That is, they would not be paupers at all if they were moved out in that way?—Yes. If afterwards they recovered and then were destitute, then, of course, they would be paupers.

38022. But they would have to be discharged on your plan from the hospital direct, and reappear as paupers if at all?—If they wished to, yes.

38023. I do not suggest that the illness which occasions their removal is necessarily the cause of their pauperism. They are already paupers, they become sick, and you move them to another institution, and they cease for the time being to be paupers; then you discharge them from that institution, having done all you can for them from a medical point of view, and then they must apply again for Poor Law relief, I suppose?—

The principle of payment for medical assistance according to ability and difficulty of deciding as to ability. Hardly that. The great majority of people who apply for Poor Law relief in consequence of acute sickness are not paupers.

38024. I quite understand that, but I thought the two were mixed up together. So long as the sickness is the cause of their pauperism it is one thing, but it may be that the sickness is merely an accident of their pauperism, may it not?—Yes.

38025. Still, you would treat them all the same?—I should treat all acute sickness the same, certainly. The strongest argument for doing that is that you would would thus encourage people to apply early for treatment.

38026. That is, you would encourage those who are not paupers?—Yes.

38027. The paupers, while they were what you would call medically sick, would be passed on to the same institution, and when their sickness terminated they would be discharged into the world and have to re-apply as paupers?—Yes, exactly.

38028. I gather that you contemplate that all this national medical service should be paid for?—Absolutely, wherever practicable.

38029. Do you contemplate that it should be paid for at a remunerative price?—No.

38030. At a nominal price, then?—Purely nominal.

38031. The cost would probably be much greater than the patients would pay?—As at present in the Poor Law service, yes.

38032. But a payment, and a uniform payment, would be exacted, would it?—I think the central authority through its officials, would have to inquire into the circumstances of everybody who used their hospital.

38033. As to whether they should pay or not, or as to what amount they should pay?—Both.

38034. They should decide according to a man's position on what scale of pay he should be put?—Quite so. If a man had a wife and so many children and so much earning power, it would be calculated on that basis.

38035. Would you contemplate a strict system of investigation and inquiry to decide that?—Very strict.

38036. Quite apart from the Poor Law inquiries?—Inquiries would be made by the authorities who owned the hospitals. I cannot give a better example than the present pauper lunatics. Wherever possible, they are asked to pay the ordinary rate of maintenance; those who cannot pay the full rate of maintenance are asked to pay a proportion of it; and it is recovered by the guardians.

38037. Is the inquiry at all searching?—The inquiry is a very careful one.

38038. You have said, I think, that whenever the money could be paid, it should be collected?—Yes.

38039. But the phrase "could be paid" is a sort of matter of opinion as to their general financial position, and therefore there is not an absolute attempt to collect the money?—There would not be any hardship forced on them, of course.

38040. It is the decision of some inquiring authority as whether they may justifiably be asked to pay?—Yes.

38041. If it is decided that they may be asked to pay, is it to be enforced through the courts?—Certainly, otherwise you give no protection to the medical profession.

38042. I saw that, and I wanted to clear that up. Then you contemplate that the present voluntary hospitals would come into line on the same plan, I gather?—Yes, they would have to come into line.

38043. But I suppose the hospital charters are of the nature of a trust which it might be difficult to modify?—An Act of Parliament would do it.

38044. Where large sums of money have been left for a definite charitable purpose there is very great hesitation felt in going much outside of the founder's intentions, is there not?—That is so, but with the consent of the governors of the charity, if they saw the necessity of doing it it could easily be done, and there would be no objection to doing it.

38045. At any rate you regard that as essential, how-
ever it has to be done?—Yes, certainly. What I mean is that the health authority at the present time has full power to take over the existing general hospitals.

38046. (*Miss Hill.*) Compulsorily?—No, not compulsorily.

38047. By agreement then?—Yes, by agreement.

38048. (*Mr. Booth.*) Surely not irrespective of the trusts by which money has been subscribed to the hospital?—No; I say by agreement.

38049. I imagine not even by agreement; because the money that was in a trust might have to be diverted to another purpose in that case?—I could not answer that; but it could be done by agreement, plus an Act of Parliament, I think.

38050. You cannot agree with a gentleman who died 300 or 400 years ago?—No, you cannot. I just want to make myself quite clear. You spoke about recovering the fees for maintenance; I think it is the general impression that it would be the wish of most people who use these health authority hospitals to pay.

38051. That is, to pay something?—The wish of the respectable poor of this country is to pay something towards their maintenance. Of course, a certain section of them do not wish to pay anything.

38052. (*Chairman.*) On that point, assuming a person to be unable to pay, then I understand that the health authority would request the Poor Law guardians to pay?—Do you mean to get it on loan or to enforce payment?

38053. No, that the guardians themselves would pay; was not that the idea?—I think the idea would be to give the central authority power to recover.

38054. Assuming that they could not recover?—Then I do not know.

38055. (*Mr. Booth.*) But I take it that the Poor Law would pay for those that are transferred from the Poor Law?—Yes; those that were transferred from the existing Poor Law institutions would be paid for by the Poor Law.

38056. Supposing someone applied who could not pay, would they be told that they must become paupers first and go to the Poor Law?—No. I should treat them at the expense of the rates, as they are treated at present.

38057. And they would not be chargeable through the Poor Law?—Not if they had not been defined as paupers.

38058. (*Chairman.*) They would be paid for out of the health rate, would they?—Yes, in exactly the same way as fever cases are paid for now. All fevers are treated now at the expense of the rates. At the present time, if a Poor Law institution sends one of its patients to a fever hospital which is under the health authority, the health authority recovers from the Poor Law; but then that is because they are treating a legal pauper.

38059. (*Mr. Phelps.*) Does it not vary very much in different places?—It varies, but I think that is the general rule.

38060. (*Mr. Gardiner.*) This person from the workhouse may come from the sanitary district which supports the fever hospitals?—It might be so.

38061. (*Mr. Booth.*) But if the sickness has not caused them first to become paupers, they can apply for medical treatment direct, without coming to the guardians?—Quite so—outside the Poor Law altogether.

38062. (*Mrs. Webb.*) At present, I understand, that in the case of the infectious diseases hospital, you do not recover the charge from the relatives?—No, but that is for a very good reason. If an epidemic of fever arises in a community, it is to the advantage of the health authority to get it quickly over, and, therefore, they encourage people to go into well-equipped fever hospitals free of charge as a matter of policy.

38063. I rather gathered that you laid emphasis on the desirability of encouraging people to apply early for treatment?—In non-infectious cases, certainly.

38064. Would it not discourage them if you recovered the cost? I mean to say, the one way of encouraging the fever patient to come in is by giving the treatment free?—You would certainly discourage a certain section, but you would not discourage the respectable section who wish to pay.

Question of voluntary hospitals recovering cost of medical treatment

Mr. N. Raw, M.D., F.R.S. (Edin.)

22 Jan. 1907.

Popular willingness to pay for medical treatment.

Question of the proper incidence of cost of medical assistance to the indigent.

The incidence of cost of paupers and others in sanitary authority's hospitals.

Popular willingness to pay for medical treatment.

Mr. N. Raw, M.D., F.R.S. (Edin.) 38065. Do you think that in a case of fever the respectable artisan really objects to being treated free?—Yes, he would prefer to be charged.

22 Jan. 1907. 38066. You really think so?—In a great many instances, yes.

38067. Do you think he would prefer to pay it out of the rates? Why should he not pay it out of the rates?—Perhaps he does not pay rates.

38068. But he pays rent which always includes rates, does it not?—Yes, I suppose it does.

38069. Then he does pay rates?—Yes, he does, I suppose.

Medical relief should not involve disfranchisement. 38070. Under your system I gather you would propose that people who were unable to pay should not be charged anything?—They ought not to be.

38071. And yet there should be no stigma of pauperism?—No, not in a case of acute illness.

38072. And for any illness for which it is desirable to treat them they should have no stigma of pauperism?—Quite so.

The pros and cons of gratuitous medical relief. 38073. But they would be paying nothing?—That is so, they would be paying nothing.

38074. On the other hand there would be a balance of expense, as you say, which would be thrown on the rates anyhow?—As at present, yes.

38075. So that persons who are paying rent might be paying twice over—they would pay in their rates and they might pay again in their contributions for their maintenance?—I do not see any objection to that.

38076. Then the least provident people would get far more than the more provident people?—They always do.

38077. Do you not think that is a mistake?—Yes, I do.

38078. Do you not think you might put it all on the rates, in which case everybody would pay equally, because they all have to pay rent?—I think that would be a very good scheme, but it would be a costly one.

38079. At present there is a considerable cost, and they have got to pay for it somehow or other, have they not?—That is so, but if you are to levy a specific rate for the treatment of everybody free in institutions, it would have to be a very large rate.

38080. Free at home or in institutions?—It would have to be a very large rate.

38081. Let us consider the question. In the first place you might have a grant-in-aid from the Government, as they do in Ireland?—Yes.

38082. At the present moment a good many artisans' families contribute about 6d. or 1s. a week to a benefit society?—Yes.

38083. And that for outdoor treatment only, because those societies do not give institutional treatment?—Yes.

38084. One shilling a week on a rent of 5s. a week would be equal to a rate of 5s. in the £?—Yes.

38085. You could do a lot with a rate of 5s. in the £, could you not?—Yes.

38086. Is not the only fair way then to put the whole thing on the rates, so that everybody pays, because everybody pays rates?—I agree that that would be theoretically fair.

The position of the general practitioner under a system of gratuitous medical relief. 38087. Has it not also got a great many practical advantages, first because everybody wishes to be treated quickly if they have got to pay anyhow for it?—Yes. From the point of view of quickly recovering from illness it would be excellent and ideal; but you have to consider the *status* of the medical practitioner. That, I think, is a most powerful factor to be taken into consideration.

38088. Not looking at the *status* of the medical practitioner in the future, but putting it aside just for the present, is it not on the whole better for the less valuable work, the less profitable work, to be done by salaried officials who get certain incomes, instead of it being done by this profit-making?—Yes. I agree with you that if the scheme that you suggest was carried out the cheap medical practitioner would be abolished.

38089. That is to say, he would be transferred into a salaried man?—Yes.

38090. Would not his condition be really better then?—Everybody would think so but himself.

38091. But we have got to think of the community?—That is one of the most remunerative parts of our profession.

38092. The low-class practice?—Yes. Very often a man who does a low-class practice makes a good deal more money than the man who is doing consulting work.

38093. From the point of view of the community and the prevention of disease, do you think that that on the whole is the best way to get at the cure of these people?—Undoubtedly.

38094. Which way?—By the scheme that you suggest, undoubtedly.

38095. That would be better than this small low-class practice?—Yes, undoubtedly. We wish to abolish it.

38096. On the whole it would not only be better from the point of view of the prevention of disease, but it would also be on the whole more just, considering everybody would pay?—Undoubtedly. I am in absolute agreement with you in every detail, but I did not put it forward because I did not think it would be—

38097. You think the medical practitioner would be too strong for it?—Yes, I am sure he would.

38098. But if it were not for that, you think it would be both just and expedient?—If it were not for that it is perfect.

38099. Now to go into the causes of illness, because illness is the cause of a great deal of pauperism, is it not?—Yes.

38100. What do you consider to be the main causes of illness? There is infection, which is one big cause?—Yes.

38101. We have already decided that all infectious diseases ought to be put on the rates without charge to the individual?—Yes, in the interests of the community.

38102. There are bad conditions, over which a person has no control—like housing and employment?—Yes.

38103. It is desirable from the point of view of the community that those conditions also should be dealt with collectively, is it not?—Yes, certainly.

38104. Because the person has no control over them, and it would not be fair to charge him an extra rate for them?—In many instances he has no control, but, of course, in others he has.

38105. Then there is the question of bad habits; a good deal of illness arises from bad habits, does it not?—Yes, a great amount.

38106. Is it not very important to get some system of domiciliary visitation to check those bad habits?—Yes; and that is being done now in the larger municipalities.

38107. You would not suggest that the cost of that domiciliary investigation and inspection, and the fees consequent upon it, should be charged to the individual, would you?—No; they should be a general charge, a central charge.

38108. They should be put on the rates anyway?—Certainly.

38109. And the individual who gets this domiciliary advice would not be charged?—No.

38110. Do you think it very undesirable that he should be charged?—I think it would be most undesirable, and I do not think it could be possible.

38111. Do you think it would be a great advantage if the medical officers of health had a fairly large staff of health visitors and nurses whose business it was to seek out disease?—Yes.

38112. Should all that be charged on the rates?—Yes. That is being done at present.

38113. Then there is the actual nursing as well as the health visiting?—That has not been done.

38114. Do you think it would be desirable that that should be done?—Do you mean to take the place of the Queen Victoria Jubilee Nursing?

38115. Yes; that there should be systematic nursing of the poor with a view of getting rid of their bad habits?

The position of the general practitioner under a system of gratuitous medical relief.

The extent to which the cost of combating illness should be made a charge upon the rates.

The extent to which the cost of compensating illness should be made a charge upon the rates.

—That was the object of the Jubilee Nursing Association. If you could amalgamate that with a rate-aided health visitation it would be an advantage.

38116. Then we should have as much voluntary help as we could get, should we not?—Do you not think that would rather destroy the voluntary association?

38117. We should like to have as much voluntary help as we could enlist. To take the real question which I suppose is at issue, apart from what I venture to think is a small question (namely, the injury you might do to individual medical practitioners), take the question of deterring frivolous applications for medical treatment, which I suppose is the really important question, is it not?—Yes.

38118. Do you not think that if you had a system of systematic health visitation and health treatment, you might get a deterrent in the fact that the medical officer would be always referring to the bad habits of the person if he went on having bad habits and being ill on account of them?—That would be very valuable, but then the natural sequence of that would be to get a remedy.

38119. Therefore, you might have a medical officer reporting a person for persisting in bad habits?—Yes.

38120. And, therefore, withdrawing the advantage of his treatment?—Yes.

38121. Ought not the test for collective treatment to be the willingness of the patient to co-operate in his cure rather than not being able to pay for it, that is, looking at it from the point of view of the community's welfare?—Yes, I agree with you that that would be the ideal system, but the only thing that you can enforce is the payment.

The question of compulsory power of removal of patients ill from bad habits.

38122. Seriously, with regard to a case of persistently bad habits, so that there is a fear of actual death from those bad habits, would you not be inclined to give powers of compulsory removal? We have had that up over and over again, and I am referring to the possibility of a case of a man who was going on in such a way that his death was imminent from his bad habits?—Would you give a specific instance? Do you mean a man drinking himself to death?

38123. Yes; I think we have already the power in the Inebriates Act, have we not?—No.

38124. Would you be prepared to give the power of removal? I do not much care whether you would or not, because I do not think it is of much importance?—I think it would be a very dangerous thing to introduce compulsory powers in the case of sickness.

38125. Then you would allow the man to die—because you must do one or the other?—Of course if the man dies in spite of good advice—

38126. If the man goes on with his bad habits, and medical assistance is withdrawn, then my suggestion is that there is no particular objection to that man dying?—If you could convince the public that you had made every effort to save him, well and good; but I do not think the coroner would accept that.

38127. You know that is the crucial case in the Poor Law and that we are in that difficulty?—Yes.

38128. But there would be no more difficulty under the public health system that I am suggesting than there is under the Poor Law?—Quite so.

The position of voluntary hospitals in a system of free medical relief.

38129. It would be exactly the same difficulty, so that is really relevant to my suggestion. Supposing you had this system of municipal health inspection and treatment it would be quite possible to allow voluntary hospitals to go on as they are at present doing, treating free what cases they choose to treat free?—Certainly, if they have the money.

38130. Would you allow St. Bartholomew's and the London Hospital and Guy's to go on treating cases?—Yes.

38131. And they would have the selection of any cases they liked?—Yes, certainly.

38132. And so long as they did it competently, there would be no objection at all, would there?—There would be no objection.

38133. Would you propose that the public health authority should provide such hospital accommodation if it was not provided?—Yes.

38134. And if the hospitals wanted payment, the public health authority should be represented?—Yes. *Mr. N. Raw M.D., F.R.S. (Edin.)*

38135. So that you might combine a system of complete domiciliary investigation of disease with the voluntary hospitals going on as they are?—Do you mean that you might subsidise the general hospitals? *22 Jan. 1907.*

38136. Yes, if they required it?—Some municipalities are doing that at present.

38137. It would be quite possible to let them treat patients free on their own terms, would it not?—Yes. In Liverpool at present the corporation have given £5,000 to the children's infirmary. That is a rate subscription. *Town council's subscription to voluntary hospital at Liverpool.*

38138. (*Chairman.*) May I ask whether that is an annual subscription or a special grant?—It is a grant.

38139. (*Mrs. Webb.*) As I understand your scheme you do think it desirable that the public health officer should be responsible for the detection of all disease?—Certainly. *Proposed extension of functions of sanitary authority as to disease and question of recovery of cost of non-institutional medical relief.*

38140. Therefore it would be necessary to have domiciliary visits and advice?—Yes.

38141. At the cost of the rates?—Yes, in the same way as at present.

38142. Only extended and made systematic?—If a case of typhoid fever is reported to the health authority, the first thing they do is to send an inspector, and he inspects and acts accordingly.

38143. But as I understand, you wish to extend the responsibility of the health officer from cases of infectious diseases to all sickness?—To all acute sickness.

38144. In order to get at acute sickness and to discover it you would have to have domiciliary inspection, would you not?—Yes, certainly.

38145. You would have to give at the cost of the rates, without charging a person, regular systematic domiciliary visits and advice?—Yes.

38146. But where do you stop in advice; I mean to say, what is the difference between advice and treatment? Does it consist only in the giving of medicine?—No. I suppose the health inspectors, as you would call them, would give general advice as to what ought to be done hygienically, and that sort of thing.

38147. Would they give, as the Manchester Corporation does, diarrhoea mixture? Would they give medicine free?—I do not see why they should not. The health authorities now give disinfectants.

38148. You do not object to their giving outdoor medical advice free and without cost?—It ought not to be at the patients' own homes.

38149. If it is a case which can be treated in the homes?—I mean the people ought to attend at some central institution, for instance, at some dispensary.

38150. But you would let the health-visitor go to the home?—The health authority could provide the dispensary.

38151. The health-visitor going to the home, I suppose?—Yes.

38152. And giving advice at the home?—Yes.

38153. But the patient going for the mixture to the dispensary?—Yes.

38154. And all that would be free?—As it is at present.

38155. I only want to get the thing clear. You do not propose to charge the individual at all for that—it is to be free?—Yes. For instance, the present arrangement under the Poor Law is for the people to go the Poor Law officers, see the doctor, get the medicine, and go home.

38156. But that is not free, because it may be recovered from the individual?—Yes.

38157. You do not propose that the cost of this outdoor health-visiting should be recovered from the individual, do you?—I would not like to commit myself to that.

38158. I only want to get that clear?—I think I should recover for the indoor maintenance, but I am not sure about the outdoor.

38159. I only want to get it clear. You would not be prepared to recover from the individual, however well off he was, the cost of health-visiting if it was required?—I think on general grounds it would be to the advantage of the community not to do so.

Mr. N. Raw, M.D., F.R.S. (Edin.) 38160. And you would not be inclined to recover for the medicine that he was receiving at the dispensary, but it is for the institutional treatment that you are going to recover?—Yes.

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38161. Broadly speaking, you think that the cost of domiciliary visits with the necessary medicine which can be safely given at a dispensary, should be a charge on the rates and not a charge on the individual concerned?—Yes, I think so.

Extent of overlapping of various authorities dealing with the sick.

38162. (*Mr. Bentham.*) I do not quite understand what you mean in paragraph seven by the overlapping of the different authorities; is there any overlapping at the present time in a medical sense?—I am only dealing with medical questions.

38163. There cannot be any overlapping with regard to the treatment of a person in an institution, can there?—No.

38164. Then the overlapping in the sense in which you used the word must be because different authorities are dealing with different classes of cases; that is all you meant, I suppose?—Yes, that is what I meant.

38165. Is the line not fairly well drawn in that respect?—Do you mean as between the legal pauper and otherwise?

38166. No, I mean between what are known as infectious cases and what are not, that is, between those which are dangerous to the public and those which are not?—Yes, I should think that line is fairly well drawn.

The need of further non-Poor Law provision for lying-in cases.

38167. Would you advocate that all confinements should be provided for in a municipal hospital?—No, only in the case of the poor.

38168. Only in the case of those who care to avail themselves of it?—Only in the case of those who are very poor. At the present time there is no provision made for the very poor women in their confinements—absolutely none. The only place that a respectable married woman can be taken to is the workhouse; and as I say, rather than go there hundreds and thousands of them are delivered in absolutely unsuitable places.

38169. Do you mean that people would go provided it was taken away from the Poor Law atmosphere?—Yes.

38170. Is it not the complaint that in some Poor Law hospitals people avail themselves rather too readily of these lying-in wards?—Yes, the single women do, but not the married ones.

38171. Do you not get many applications from married women at Mill Road?—Not many.

38172. On the occasion of our visit a very respectable woman in appearance made application to be admitted for lying-in purposes; her husband was out of work, she was very respectably dressed, there was a very respectable home, and there was nothing known against her. She had no hesitation whatever in accepting it?—Perhaps it was a case of absolute necessity; then people have to accept what they can get.

38173. She had no reluctance whatever about it?—My point is that in a critical condition like confinement every facility should be given for a rapid recovery.

38174. What evidence is there that people do not make application who ought to make application?—Do you mean amongst the sick?

38175. Amongst lying-in cases I mean, particularly?—There is overwhelming evidence.

Non-Poor Law provision for lying-in cases in Dublin.

38176. In what form is it? Is it in the knowledge of medical men only, or is there any information on paper that one can get at?—These things are not printed, but they are common knowledge. In Dublin you have the magnificent Rotunda Hospital where the poor women are treated free of charge; but we have not anything of that sort in this country, because the workhouses treat lying-in cases.

Question of deterrence of medical relief especially in lying-in cases.

38177. There is naturally a reluctance on the part of some people under such circumstances to enter an institution of any kind, is there not?—Undoubtedly, but that is very rapidly dying away.

38178. We are told it is rapidly dying away with regard to Poor Law institutions, particularly Poor Law infirmaries, for all purposes?—Yes, because they are making them so good.

38179. The lying-in wards in connection with the Poor Law infirmaries could not be made better than they are in most of our large towns, could they?—No.

38180. That, I suppose you would admit, is an attraction to a certain extent?—Yes, but not to a lying-in woman.

38181. You think not?—There is no necessity in my opinion for a child to be labelled as having been born in a workhouse.

38182. That reluctance appears also in other cases of sickness to be gradually dying away, does it not?—Yes.

38183. I think you admit that in Paragraph 26, where you say, "A very large number of people who are not destitute and are not by any means paupers, do not hesitate to use them"?—Yes. That, I think, is a most unfortunate thing.

38184. Really there is not that reluctance that you seem to imply in this Paragraph 12?—I think, if you will look at Paragraph 26, you will see I am referring to separate Poor Law infirmaries, but my general evidence refers to workhouses.

Question of comparative deterrence of separate and workhouse infirmaries.

38185. I thought your general evidence was against Poor Law in any form. It is not at all necessary that a workhouse infirmary should be connected with the workhouse, but it may be separate, as it is at Mill Road, may it not?—Yes.

38186. Therefore, if a Poor Law institution by being separate would answer its purpose much better, there is no reason why it should not be separate, is there? I thought your general evidence was against a Poor Law institution of any kind for the treatment of the sick?—My general objection is where the sick are treated within the walls of a workhouse. The objection does not hold so strongly where you have a separate infirmary, but there is only one separate infirmary out of London.

38187. One separate Poor Law infirmary, do you mean?—Yes, excepting, perhaps, one or two recent ones; that is where the administration is different from the administration of the workhouse.

38188. Therefore, most of your objection would be swept away if all Poor Law infirmaries were separated from the administration of the workhouse?—Yes.

38189. Where the admissions were made direct from their own homes?—Yes.

38190. And where the system of payment would remain practically as at present?—Yes.

38191. So that part of your objection would be removed?—If they were not labelled paupers.

38192. That is a matter of public sentiment which might be left to correct itself. For instance, the people who go to Mill Road now enter there without any hesitation, and they are not considered by their neighbours as being disgraced by having entered, neither do they think so themselves?—Yes, but legally they are paupers.

38193. Is that not more a matter of name?—What is a pauper? I do not myself really know what a pauper is?—It is difficult to define a pauper.

38194. They do not necessarily lose their votes, do they?—I suppose the Medical Disqualification Act is in force, but it is very rarely exercised.

Disfranchise of voluntary hospitals by the non-poor and medical relief.

38195. With regard to the indoor cases, it is left entirely to the discretion of the revising barrister we are told?—But then the man has to appear before the revising barrister.

38196. That depends on the action the overseers take, I think, in putting their cases before the revising barrister. You rather deplore the fact that a person might get off in a general hospital by paying nothing, and so might get his treatment free; whereas a poorer person who has been treated in the workhouse infirmary may be called upon to contribute towards the cost of his treatment?—Yes.

The invasion of voluntary hospitals by the non-poor and medical relief.

38197. Is that really a hardship on the person who has to contribute; or is it a question of looseness, I will not say on the part of the management, but on the part of the constitution of medical charities?—Looseness is rather a strong word to use, because it is the law. All charitable institutions are instituted on that basis, and they have no power to make a charge.

The invasion of voluntary hospitals by the non-poor and remedies. 38198. But because charity chooses to treat a person free it is no hardship to another person who may be called upon to pay when he gets value for his money, is it?—It is a hardship to one of two people, when one gets it for nothing and the other has to pay for it.

38199. The treatment, of course, is the same?—Yes.

38200. Why should not a philanthropist be encouraged to provide free facilities for the treatment of the sick? It is intended for the sick poor, and to a certain extent it deals with the same people who would have to be dealt with by the Poor Law later; therefore why should they not be encouraged to spend money in this way if they choose?—That is just my point. I would encourage it if charitable institutions were devoted to the sick poor, but charitable institutions at present are devoted to people who can well afford to pay.

38201. That is merely a question as to the management of their own institutions, is it not?—It is. They ought not to admit them.

38202. Therefore it is really not a Poor Law question in that sense?—It is forced to become a Poor Law question, because the Poor Law has to take them unwillingly.

38203. You mean that the Poor Law has to deal with cases which these institutions might deal with but for the better class of cases?—That is so. If the general hospital were properly organised and if only objects of charity were treated within them, this difficulty would not have arisen in the Poor Law.

Objection to State taking over voluntary hospitals. 38204. But if they choose to manage their institutions in that way and to treat people who can afford to pay, that is no reason why the community should take them over at an increased cost to the community, is it?—I do not suggest that the community should take over the general hospitals.

38205. Not at all?—No.

Phthisis: evil results of deterrence of medical relief. 38206. In Paragraph 37 you refer to the cases being compelled to pass through the workhouse before they can be dealt with in the sanatorium; is that necessary?—I think it is most unnecessary.

38207. Do you think it has acted as a deterrent in cases of consumption?—In treating early cases of consumption undoubtedly.

38208. Why do they hold that opinion?—I suppose, strictly speaking, the Local Government Board would say that if a man went into a sanatorium erected by the poor rate he ought to be a man who was legally a pauper. That is the definition the Local Government Board would give you, and I suppose that is the one which the Liverpool guardians have acted on.

Proposal to transfer to sanitary authority duty of treating phthisis. 38209. Technically a sanatorium is a workhouse, and in that sense a patient might be admitted direct from his own home to the sanatorium, instead of going through the ordinary workhouse wards?—Yes, but in my judgment it is not the business of the Poor Law authority to treat consumption with a view to curing it; that is entirely a question for the health authority.

38210. Not even when the cases come under the Poor Law, and there is no other provision made?—If they arise amongst their own patients, then I say of course the Poor Law would give it the same treatment as they would any other disease; but in my judgment it is not the business of the Poor Law authority to prevent the spread of consumption.

38211. What you mean is that you would prefer this class of patient to be dealt with entirely by the health authority?—Yes, as it ought to be, certainly.

38212. And all Poor Law cases sent by the guardians to the health authority?—Certainly, and the guardians should make a charge.

Cost of pauperism from phthisis. 38213. In dealing with the question of consumption in Paragraph 31 you say, "One-seventh of the total cost of the Poor Law is due to it." On what calculation is that statement based?—That was based upon an official conjecture; I do not suppose it is accurate, but I think it is approximate. I am basing it on the cost of the indoor poor in Liverpool. For instance, it costs the ratepayers of Liverpool £25,000 to maintain consumptives indoors every year. I maintain that that is a question which ought to be dealt with entirely by the health authority. The reason the Poor Law has to maintain this enormous

number of consumptives throughout the country is *Mr. N. Raw, because nobody else will have them. That is one reason why the Poor Law is so extraordinarily expensive.* *M. D., F.R.S. (Edin.)*

38214. But it would cost the same if it were dealt with by another authority, would it not?—Undoubtedly it would, only in my opinion it is not right that the Poor Law should have to maintain respectable people who have been made paupers from the fact that they are consumptive.

38215. Let me take another case: A widow may be very respectable, but she may become a pauper because her husband dies, not because her husband was a pauper; and it is the same with consumption, is it not?—No; in the case of consumption there is prevention possible, but in the case you cite you could not prevent the widow's husband dying.

38216. You might, because he might have been consumptive. You say in Paragraph 34, "I have come to the conclusion that nearly 60 per cent. of these people are paupers because they are consumptive"?—Yes.

38217. That is 60 per cent. of those who are suffering from consumption or who have come under your notice?—Yes, that is true. *Extent of phthisis as a cause of pauperism.*

38218. That would be most difficult information to get at, would it not?—No.

38219. To get it you would have to go into a great many of the particulars of their lives, would you not?—I carefully examined over 4,000 cases of consumption, and of those people approximately 60 per cent. would never have come within the range of the Poor Law had they not had that disease. Mind you, consumption is the only disease in which it holds, because it is such a long disease and lasts for so many years.

38220. In Paragraph 29 you say, "No man or woman should be punished because he is attacked by sickness or accident." Are there not many illnesses that are really self-inflicted, which deserves, at any rate, some deterrent and some stigma being attached to their condition?—Undoubtedly. If a man gets drunk and falls down in the streets and breaks his leg, you might argue that he should not be treated, but then if he died from the want of treatment the coroner's jury would blame you. *Difficulty of differentiating between treatment of avoidable and unavoidable illness.*

38221. You say, "The severity and rigor of the Poor Law should be reserved for those who are not sick"; but there are lots of respectable people who are not sick, are there not, but who are paupers?—Yes. I did not mean it in that respect. I meant that the severity of the Poor Law should be reserved for those who are healthy. It is the same thing really, but capable of a different interpretation. *Medical relief should not be deterrent.*

38222. A man who may be sick and dealt with by the health authority is removed to the municipal hospital, as it were, with no disgrace and no stigma, but his family is left dependent and they are dealt with by the Poor Law. The wife and children being removed practically in disgrace to a workhouse. Under this arrangement no stigma attaches to the person who has left his family in that condition of destitution, but his family have to go to the workhouse. I take it you would not set up any system of relieving the family through the municipality?—No, but I think, if I may say so, you are taking an extreme case. Generally speaking, if a man with a wife and family is attacked by sickness he ought to be treated in the best possible way, and I think some philanthropic arrangement might be made to look after his wife and family whilst he is ill. *The relief of the families of the sick.*

38223. But it is the fact, is it not, that an enormous number of families are dependent upon the Poor Law during the time that the husband is sick in the hospital?—Yes, that is so.

38224. You do not propose to relieve the families in any other way?—No.

38225. You would still leave them to the Poor Law?—Certainly.

38226. In Paragraph 30, you refer to the subscriptions to general hospitals having fallen off, because people are now being treated by the Poor Law authorities?—Yes, that is so. *Extension of medical relief causes diminution in voluntary hospital subscriptions.*

38227. Is that because of the feeling that as these cases are being met out of the rates, there is no need for them to subscribe to voluntary charities?—That is the reason.

Mr. N. Raw, M.D., F.R.S. (Edin.) 38228. In Paragraph 54 you say: "I would conclude by saying that if the whole treatment of the sick poor of any community was undertaken by the central authority, it would have the co-operation of all philanthropic societies and private munificence, all of which are at present debarred by reason of association with Poor Law." Do you mean that the treatment of the sick would get that co-operation?—Yes.

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Advantage of national service of medical relief.

38229. If it is provided for out of the rates, why should these people contribute towards its payment any more than they do now?—There is no doubt that guardians do not lend themselves to co-operation with anybody.

38230. (*Miss Hill.*) Do borough councils or health societies?—I think to a somewhat slight extent they do.

38231. (*Mr. Bentham.*) With regard to voluntary hospitals, at the present time subscriptions are falling off because the Poor Law is dealing with sick cases more effectively?—Yes.

38232. If the sick cases were dealt with by the municipality quite as effectively, you could not expect that you would get contributions from private people under those conditions?—I do not say I expect contributions to the institutions; I speak of co-operation. For instance, they would help to provide homes for the aged poor and infirm, and cases of that sort. They will not co-operate with the Poor Law, because they know that it is all supplied for in the workhouse, and as you cannot make a contribution to a workhouse they do not trouble.

38233. In the case I have instanced, do you think that the wife and family of that man might be provided for by private charity in order to prevent their going to the workhouse?—I think that would be the trend of it, and that if you take it away from the Poor Law, some philanthropic association would assist to look after them.

Cost of increasing functions of sanitary authority as to disease.

38234. (*Miss Hill.*) When we are all quite properly organised and visited by health-visitors and others, I suppose we shall all be contributing a higher amount to the rates?—Yes, it would cost more.

38235. And we shall be entitled to free medical attendance?—No, I do not advocate that.

38236. Medical attendance which shall only be paid for in proportion to our income?—I do not advocate that.

38237. I misunderstood. Surely you are speaking of hospitals being provided for people, and then its being inquired what their income is, in order that it should be decided what amount should be paid by them; is that not so?—Yes.

38238. Is it supposed that we shall always like the doctors and arrangements that are chosen for us?—I am only referring to the sick poor; I am not referring to people in our position.

38239. The sick poor have their feelings about what doctors they like, have they not?—They are quite satisfied with their doctors now.

38240. To a large extent they choose them, do they not?—In what way?

38241. They go to whatever small medical man they like, and they pay him?—Yes. I am speaking of institution cases.

Effect of free medical relief on individual provision against sickness.

38242. At the same time, if a rate is to be levied to pay for institutions, and to pay for a good deal of medical visiting by health-visitors and others, they will have less money to spend in the choice of their own doctors, will they not? What I am rather driving at is that it seems to me that if a very perfect system is established without any freedom being left to the people who are to benefit by it, they will not appreciate it. It is a matter of opinion or course, and I do not know whether you think they would, but my experience among the poor makes me feel that they will not at all like it?—Do you mean that they would rather pay 6d. for medical advice.

38243. Yes, I do; or belong to a provident institution or to a friendly society?—But I would not interfere with any of them.

38244. If you rate them higher you will to a certain extent interfere with them, will you not?—I do not think the sick poor would pay any rates.

38245. Surely they do? A very large proportion of their rent goes to rates now, and a larger proportion still would go under this scheme?—I do not propose to interfere with any friendly societies or provident dispensaries.

38246. But do you not interfere with them when you establish a costly system of general medical advice?—I think I have been rather driven into admitting more than I intended. I never intended in my scheme that everybody was to get medical visitation and health-visitation and medicine all for nothing.

38247. (*Dr. Downes.*) I understand your suggestion to be that the municipal authority should take charge of all sick poor?—Of all the acutely sick poor, yes.

38248. In the addendum to your statement you suggest the establishment of a national medical service, the members of the service including the present medical officers of health and the medical officers appointed to treat the sick poor?—Yes.

38249. Taking those two things together, would they not land you with local institutions managed by national officers?—It would be exactly the same as the present Poor Law medical service.

38250. The present Poor Law medical service is in a series of water-tight compartments, if I may say so, each local authority appointing its own local officers and having its own local institutions?—That is what I propose here.

38251. In the addendum you suggest a national medical service?—Yes, I know; but that is only to be national in the sense of its being supervised by a Government Department. They would still be appointed by the local authority, but they would be inspected by the Government Department.

38252. A little further on I think you say this—"These medical and nursing services would have all the status of a Government Department with a regulated scale of pay and pension in exactly the same way as the prison service"?—Yes, with regard to pay and pension.

38253. Do you limit it to that?—I limit it to that.

38254. Thank you; that clears up a difficulty I felt on the matter. If the voluntary hospitals still go on, as I think you suggest is not unlikely, would you not have two distinct systems of hospitals running—the municipal system and the voluntary system?—Yes; but I think one of them would ultimately have to go.

38255. Do you despair of linking them, or do you merely defer it?—I think it would probably begin by the municipality subsidising the general hospitals, and then probably in the course of twenty or thirty years absorbing them.

38256. I admit that if they begin subsidising the absorption would follow?—That has already begun.

38257. Do you think it desirable that the voluntary hospitals should disappear?—Yes, I do.

38258. On what grounds?—On many grounds. Two chief reasons are, first of all that it is a great injustice to the medical profession that people who can well afford to pay should be treated in a general hospital without payment being asked. The second objection is that it does not encourage people to make preparation in the way of thrift for attendance in sickness if they know that they only have to go to a general hospital and can have have it all for nothing. Then a third objection is that all and sundry are admitted into the general hospitals now without any inquiry at all. It used to be that nobody went into a general hospital without a subscriber's letter or a governor's recommendation; but for medical reasons those have all been swept away.

38259. Are not those objections objections of administration rather than objections inherent in the scheme of voluntary hospitals?—I grant you that if the general hospitals could be, if I may use the expression, returned to their original administration there would be no objection to their continuing.

38260. That is, if such objections as you have mentioned could be overcome?—Yes, but I do not think they ever will be overcome.

38261. I gather from what you have said that you would carry the municipal system of hospitals on to

The problem of combining a national medical service with a local administration of medical relief.

The question of the absorption of voluntary hospitals by the sanitary authority.

Objections to voluntary hospitals.

Proposal to extend functions of sanitary authority to treatment of all diseases.

specialisation, and have not only general hospitals but special municipal hospitals?—Special departments in the municipal hospitals, yes.

38262. That is to say you would treat everything?—As at present.

The responsibility for discipline in a Poor Law infirmary in absence of medical superintendent.

38263. Just one or two questions on the existing state of things. Have you a resident medical officer in your infirmary corresponding to the medical superintendent of a London infirmary?—No, but there is my senior assistant.

38264. Is he an assistant officer?—Yes.

38265. Who is responsible for the discipline of the place in your absence?—The senior assistant with regard to medical matters, the steward with regard to lay matters, and the matron with regard to nursing matters.

38266. So that it is more or less a divided responsibility?—When I am not there, yes.

38267. Who checks the expenditure of the place?—The guardians.

Cost per patient in Liverpool Poor Law infirmary.

38268. Do they have a systematic return of the expenses; could you tell what the cost per bed is?—Yes, quickly.

38269. Do you happen to know what the annual cost is?—I think the cost is about 16s. 6d. per patient per week.

38270. Is that on the average number?—That is taken on the average number.

38271. You are not the medical officer of the workhouse, I think?—No.

38272. Is your assistant the medical officer of the workhouse?—No. The workhouse is four miles away.

Question of combining medical staff of workhouse and separate infirmary.

38273. Should you consider it desirable that the medical staff of an infirmary should, as far as possible, be the medical staff of the workhouse?—No, I think they ought to have no connection.

38274. Do you ever have any difficulty arising from a difference of medical opinion as to what cases should be sent to the infirmary and what cases should be retained in the workhouse?—That is all settled for us. They are two separate institutions.

38275. Does not the medical officer of the workhouse transfer cases?—Very often.

38276. Does it ever happen that a troublesome case is transferred?—Certainly, everybody transfers everything troublesome.

38277. Have you known any instances where a troublesome case has gone back again, and there have been difficulties as to which should have him?—I think it is the man who transfers him last who has the advantage. In my own experience there have never been any differences.

38278. You have not had any serious difficulty about this then?—No.

Unsuitable cases sent to infirmary by district medical officers.

38279. Have you had any difficulty with regard to unsuitable cases being sent from the district medical officers?—Yes, but they are of course transferred to the workhouse at once. I have the power of transferring them.

38280. Can you transfer without waiting for the committee?—Yes.

Objections to indiscriminate free medical relief.

38281. (*Mr. Loch.*) You have been the means of bringing before us practically two plans; the one in your statement and the one which you discussed with Mrs. Webb. The scheme which you submit in your statement seems, I must say, extremely consistent and very easily understood, and raises most valuable issues; but there are just one or two points which are of importance that I should like to put to you. The question is generally raised that the whole thing might become a question of the rates, is it not?—Yes.

38282. If it were to become a question of the rates and the voluntary hospitals stood out, then the evil which you notice in voluntary hospitals would remain, would it not? That is to say, that a better class of people would get for nothing the advice there forthcoming?—Yes. But if I may make it clear, the principle of my suggestion is that everybody must pay according to his means.

38283. If it were on the rates there would be no payment so long as the voluntary hospitals remained voluntary because the voluntary hospital would remain an exception?—I do not quite follow.

38284. What I mean is this: If you put all medical relief on the rates and the voluntary hospitals remain voluntary, then being voluntary as you have described by their charters and so on, no payment would be made by the people going to them?—No.

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38285. So far as that goes, the profession will suffer?—Yes.

Objections to indiscriminate free medical relief.

38286. On the one hand, there being a voluntary institution, on the other hand, there being a rate-paid system?—Yes, they would suffer in that case. It should be carefully laid down that anyone who used a rate-aided institution would be expected to pay.

38287. All the voluntary hospitals—and we have many in London—would stand outside that ring?—They would soon have to come in.

38288. Because?—Because they would not be able to exist.

38289. That is to say, people would not support them?—That is so.

38290. Would it turn entirely upon that?—Absolutely. It is simply a commercial undertaking.

38291. Then again, if you had all the medical relief on the rates as a great national system, the sick clubs would go down, would they not, because what the members can now get by paying for themselves, they would then get free?—But I would not give it to them free.

38292. If it were on the rates, but the rates on the whole did not make a sufficient payment, there would have to be a ratepaid system plus a pay-system as well?—I do not think that giving it free is a possible system, and I do not advocate that.

38293. You do not think it is at all a possible system to put the whole charge on the rates and to leave them free, do you?—I do not think so.

38294. That is the main issue I think that I want to bring before you?—I do not think it could be thought of.

38295. I wish to make that a little more clear. If you had this payment from the rates I put before you the two theories where the incidence falls. Some say the landlord pays, and some say that the rate is paid where it lies, which is on the occupier. If the theory is right that the landlord pays, then clearly so far from being just, that is to say, carrying out your principle that the man pays, it is the reverse, because it carries out the principle of other people paying through the rates for the person who wanted relief?—Yes.

The pros and cons of free medical relief.

38296. About this question which has been raised of the bad habits, and checking a bad habit as it arises and so forth, you would have to be guarded, would you not, by professional etiquette?—Certainly.

38297. Which is a very strong control, is it not?—Very.

38298. Therefore that whole system of spreading abroad what a man might or might not rightly be suffering from, would be very limited?—Professionally it could never be done.

Difficulty of differentiating between treatment of avoidable and unavoidable illness.

38299. Eventually on your own proposal of anybody paying and of there being a medical service scheme, the voluntary hospitals would fall into the position, sooner or later, on your plan, of becoming a part of a great whole?—Yes.

The position of voluntary hospitals in a system of free medical relief.

38300. Directly that was done may I conclude that the hospital officers would have themselves to be paid?—Yes, as they ought to be.

38301. Then, in conclusion, one may say that your notion is that medical relief through the public health channels and by this national organisation should be brought as soon as possible into close relation with those who are in trouble for want of medical aid?—As quickly as possible; that is the whole essence of it.

38302. What would be the position of the general practitioner to that scheme of yours?—If you confine it to the sick poor, he would be perfectly friendly.

Attitude of medical profession to the principle of payment for medical relief according to ability.

38303. That is to say, he is ready you think as a member of a profession, and as part of a great body, to back a system of payment through and through?—Certainly.

38304. Then his remuneration on the particular case would stand as it now does, outside the institutional systems that you have been referring to?—Certainly.

Mr. N. Raw, 38305. In the case of the out-door medical relief of a hospital, similarly, you would have a pay system so far as it goes?—Yes, but it would be difficult to enforce.

22 Jan. 1907. 38306. Those whom I know among general practitioners have found the out-patients department the one that affects them very closely?—That would be so.

38307. Therefore unless the out-patient department is more or less controlled on your lines it would be an evil still remaining in the system from the point of view of the profession?—You can get over the evil by making a charge for everything, but probably the cost of recovering it would be as much as the charge.

German system of medical relief—payment for treatment in voluntary hospitals in Berlin. 38308. If you had a system of payment right through would you not have to have the same system of recovery right through, so that a voluntary hospital once it had become part of your proposed system, would have in some way powers of recovery similar to those you have described?—Yes, exactly on the principle that is at present worked on in Berlin. There they have a large charity hospital with 2,000 beds and everybody pays, and they have as well four large municipal hospitals for the poor.

38309. That is for those who cannot pay at all?—For those who cannot pay.

38310. I do not know whether you know France as well?—Yes, I do.

38311. Generally speaking, are you satisfied with the system of payment, as you have described it yourself, through and through?—Yes.

38312. Do you think that the profession will rally to a scheme of this kind by which all medical officers may be said to enter for their own benefit—and for the good of the public also it may be said—into what is practically a trade union position?—I am perfectly certain that the

medical profession throughout the whole country would welcome any scheme where a proper payment is enforced in medical sickness.

38313. (Mr. Patten-MacDougall.) You were at one time medical superintendent of the Dundee Royal Infirmary, I see?—Yes.

38314. May I ask whether you have any experience of Poor Law medical relief in Scotland?—I had not any actual experience, but I am acquainted with the system.

38315. Are there any features which occur to you as distinguishing it from what you have seen in England, I mean particularly as to the medical inquiry into the condition of every applicant before relief is given?—I think that in Scotland generally, the inquiry and the treatment are given, if I may say so, much more—Well, I was not going to say promptly, but without so much difficulty as in England. Comparison of medical relief in England and Scotland.

38316. The system by which every applicant for relief is medically examined is one that exists there, is it not?—Yes. Medical examination of all applicants for relief in Scotland.

38317. Do you think that is a good feature of the system?—Yes. Every case is medically examined.

38318. That is, before the relief is given?—Yes.

38319. In the case of outdoor relief, is it within your knowledge that there is constant visitation by the medical officer?—By the parish medical officer, yes.

38320. He constantly visits those in receipt of outdoor medical relief?—Yes. One of the features of the Scottish Poor Law, which is superior to our own, is the visitation of people who are on outdoor medical relief. Medical visitation of out-relief cases in Scotland.

38321. (Chairman.) Do you attach importance to the examination before the relief is given?—Yes, I do, certainly.

Mr. JAMES EDWARDS, M.R.C.S., called; and Examined.

Mr. J. Edwards, M.R.C.S. 38322. (Chairman.) You are surgeon to the Liverpool Police Force, and you are also medical examiner to the Prudential, United Kingdom, and other insurance companies, and you were also district surgeon to the Liverpool Lying-in Hospital?—Yes.

38323. Therefore, your experience has been rather wide, both in connection with lying-in cases and also as regards certain forms of insurance?—Yes.

38324. I think you have prepared a short statement for us, which we can take as your evidence-in-chief?—Yes. (The Witness handed in the following Statement.)

I.—Tontine Clubs.

Tontine clubs; their objects, benefits, subscriptions, etc.

1. Their objects are to encourage thrift by allowing working men who are members a certain weekly allowance when out of work, and free medical attendance and medicine when ill.

2. Their contribution in nearly all clubs is 6d. (sixpence) per week. When unable to work they are allowed—

10s. (ten shillings) per week for the first three months.

6s. (six shillings) per week for the second three months.

4s. (four shillings) per week for the third three months.

2s. (two shillings) per week until certified by the doctor to be fit for work.

3. They also allow £8 (eight pounds) towards funeral expenses in case of death.

4. The doctors are paid by most clubs 4s. (four shillings) per head per annum. A few paying only 3s. (three shillings) per head. Wages of members vary from £1 (one pound) per week to £5 and £6 (five and six pounds) per week. Some men are members of more than one club and receive more when on the sick list than when at work. For example, a labourer working at one of the Liverpool shipping works gets 26s. and 28s. (twenty-six and twenty-eight shillings) per week wages. When sick he gets 10s. (ten shillings) per week from the company, and 10s. (ten shillings) from two clubs to which he contributes 6d. (sixpence) per week. He receives therefore 30s. (thirty shillings) per week, in addition to medical attendance and medicine free

II.—Sixpenny Dispensaries.

5. In Liverpool there are a number of dispensaries Sixpenny carried on by qualified medical men where they charge dispensaries for advice and medicine 6d. (sixpence). A large number of the lower class of working men, with their wives and children, are treated at these dispensaries. I am told that pay for medical assistance according to ability, even poor people will try and save 6d. (sixpence), if possible, and be attended at these dispensaries rather than ask for parish relief. The question of the guardians opening dispensaries and charging 6d. (sixpence) or less for advice and medicine so as to discourage pauperism may be worthy of attention.

III.—Clerks' Association.

6. About 3,989 clerks in Liverpool are members of the Clerks' Association. They pay 2s. (two shillings) per month. associations If out of work the Association finds situations, and if sick they receive professional attendance and medicine free. The Association insures members against loss through want of employment, sickness, old age and death.

IV.—Voluntary Hospitals.

7. There is a general complaint in the medical profession Invasion of that people who can well afford to pay a reasonable fee to voluntary a medical man receive gratuitous advice at the voluntary hospitals by the non-poor hospitals. A wage limit and more thorough inquiries into the circumstances of the people seeking advice at the voluntary hospitals may be worthy of attention. safeguards.

V.—Vaccination Medical Officers.

8. The new Vaccination Act giving the vaccination Objections medical officers power to call at every house is liable to public abuse, and there is a very strong feeling in the profession that vaccinators vaccination medical officers in populous districts in large towns ought not to be allowed private practice, but should devote themselves altogether to the work of the appointment the same as the medical officer of health. practices.

ADDENDUM.

9. Since the Midwifery Act has been passed, certificated midwives are compelled to call in a qualified medical man in certain cases of emergencies. Difficulty as to payment of doctors called in by midwives.

10. I have been called to such cases, and as the case was urgent I have always gone to the midwife's assistance.

11. The people being poor, I have not been able to obtain a fee for my services. This is the experience of other medical men.

12. The Parish Medical Officer of the district is allowed a fee by the guardians for attending these cases, but as certain formalities have to be gone through, *e.g.*, sending first to the relieving officer for a note authorising the doctor to go, the urgency of the case makes it impossible for the poor mother to obtain the services of the Parish Medical Officer.

13. Could it not be made possible for the certificated midwife to send direct to the Parish Medical Officer, and it be considered obligatory for him to go?

38325. (*Chairman.*) Are many of the dock labourers members of the tontine clubs, or provident societies mentioned in your statement?—Nearly all of them are.

38326. I notice you suggest that a labourer might be associated with three clubs, so that he would get nearly 30s. a week when laid up?—He gets more money when sick than when working.

38327. Do you really mean that a very large proportion of the labourers, whose employment is more or less casual belong to these clubs?—Nearly all of the male population of Liverpool do, the working men being in tontine, and the clerks in the Clerks' Association, so that all are in a kind of tontine.

38328. Therefore, notwithstanding the casual and intermittent nature of their work, they are still able to pay whatever the fees may be?—Yes, as a rule, because they are only about 6d. a week.

38329. I daresay you heard the evidence given by the preceding witness; should you say that there was a general objection to obtaining medical relief through the Poor Law?—No, not if they confine it to the poor.

38330. But I am thinking of the class just above—the class you are speaking of in your statement, who try to save sixpences?—I do not think they ought to have Poor Law relief at all.

38331. Taking the class above the stratum from which paupers come, would you say that the class just above have a great dislike to obtaining medical relief through the Poor Law?—Yes, they have a great dislike.

38332. Do you find as the result of your varied and general experience that feeling to be widely prevalent?—Yes, it is very prevalent indeed.

38333. I think you suggest that they would save sixpences, and so on, in order to go to dispensaries which charged that amount rather than go for parish relief?—Yes.

38334. And you think that it would be a good plan for the guardians to open dispensaries, and to charge 6d. or something of that kind?—To charge something, so that they will not be paupers.

38335. And you think there would be no objection on the part of this particular class to pay that sum or something near it, in order to get this advice?—The class that belong to the friendly societies I think are already met by the friendly societies, but I think there is a lower class than that who might really pay something rather than have free relief.

38336. Do the class below, that is to say the casual men who do not belong to any provident society, join a provident society by paying rather a heavier fee if they become unwell?—No. They have to pass the doctor before they can join, because they only take them in good health.

38337. Then if they are sick they cannot get in?—They cannot join at all.

38338. The fact of being sick is a disqualification?—Yes.

38339. Now, turning to the Clerks' Association, what would you say would be the lowest salary that the clerks who are in that association would be getting?—Their salary would vary from about £1 a week upwards. There are men belonging to the friendly societies who make about £400 or £500 a year, and yet only pay 6d. a week and get medical advice and medicine for it, although they are earning that amount.

38340. There are very large medical provident associations in Liverpool, are there not?—Yes, very many.

38341. Is a large amount of the medical relief in Liverpool distributed through their agency?—Yes, almost all of it. 22 Jan. 1907.

38342. There are certain hospitals giving free medical relief in Liverpool, I understand?—All the voluntary hospitals do.

38343. Is there much complaint amongst the profession in consequence?—Yes, there is a great deal of complaint.

38344. Then you would agree on that point with what the previous witness said?—I would suggest a wage-limit. I do not think they ought to allow any man to go to the hospital who is earning over £1 a week. I think such a man ought to belong to a friendly society.

38345. That is the practice in France; they have a wage-limit and only treat those people who are earning under a certain amount?—I think the difficulty ought to be got over in that way. You ought not to have the voluntary hospitals crowded with men who ought really to pay for their doctors.

38346. Would you suggest that the best way of getting over it is that there should be an inquiry into the income?—Yes, I think there ought to be a wage-limit.

38347. Would you make them pay proportionately?—Yes.

38348. Would you give any medical advice and medicine free?—No. I think the Poor Law comes in there.

38349. Practically you would have nothing free except that which is provided by the Poor Law?—That is all.

38350. And that would be for those from whom they could not recover anything?—Yes, that is so.

38351. You have handed in a supplementary paper or addendum in reference to the Midwifery Act. At present there seems to be at times a little delay before a woman can get a doctor, is that so?—Really they cannot get the services of the Poor Law officer because of the formalities they have to go through.

38352. They have to go to the relieving officer, have they not?—Yes, they first go to him and then he has to send them to the medical officer for the district—the parish doctor—and yet the cases are all urgent cases sent by the midwives for assistance.

38353. I see your own experience has been that you have been called in in certain cases and you have not been able to get any fee?—Yes. A great many medical men are called, some refuse and others go, and those that go do not get any fee very often.

38354. Would your suggestion be that where the midwife sends to the medical officer in a case of this kind he should get his fee from the parish if he cannot get it from the patient?—They do allow that now. The difficulty is to get at the parish medical officer; that is the point I have to make, and it is a most important one. A woman is taken ill and is being attended by a midwife, but there is some complication, and she must have a qualified medical man. The guardians provide the parish doctor and would pay the fee if he went. But the people have to go in the first place to the relieving officer, who may be in one part of the district, and then they may have to go to the doctor who is in another part of the district, and so hours may be consumed before that doctor can go to the woman. But the case is urgent, and so they must go to the nearest doctor who has to attend without a fee very often.

38355. Does the parish medical officer calculate on these fees as being part of his income?—They might if they liked, as they are allowed to; but I think they would rather not have these cases. Very few of them know anything about midwifery, I think, and they do not do midwifery.

38356. Then would you wish to put the ordinary practitioner in the position of the parish doctor?—No, but I would like the guardians of the Poor Law to make it compulsory for the parish doctor to go at once on a note being sent to him direct by the midwife; let him go at once and so relieve the ordinary medical man in the district.

Mr. J. Edwards,
M.R.C.S.

Prevalence of provision against sickness amongst Liverpool working classes. Invasion of voluntary hospitals by the non-poor and need of safeguards.

Only the Poor Law should give free medical relief.

Difficulty in obtaining district medical officer for midwifery cases.

Difficulty as to payment of doctors called in by midwives.

Proposal to allow direct application to district medical officer for midwifery cases.

Mr. J.
Edwards,
M.R.C.S.

22 Jan. 1907.

Proposal to
allow direct
application to
district
medical
officer for
midwifery
cases.

Question of
payment of
district
medical
officer attend-
ing midwifery
case without
order of
relieving
officer.

38357. In other words, you would shorten the chain, and instead of having to go to the relieving officer you would say go to the parish doctor direct?—Yes. That would make all the difference, because of the urgency of the case. If the guardians allowed him to go by an order from the midwife then he would be obliged to go, because if he refused he would not be doing his duty. As it is, the urgency of the case is such that they never are called in because of the routine way of going round to find the relieving officer.

38358. The certificated midwife would not be attached to the parish, I take it?—No, but there are a certain number of midwives certified under the Act.

38359. Would you put on such a woman the responsibility of sending according to certain rules?—Yes; under certain rules she has to send for the doctor.

38360. You have heard of complaints of the present practice from medical men, I understand?—Yes, there is a good deal of complaint about it.

38361. Looking at it from the other point of view, the patient's point of view, have you had any cases coming to you where the women have had to wait unduly long for medical help?—They have come in cases where they have gone to different medical men, some have been out, some would not go, and others could not go, and hours would be lost and life might be endangered because of that.

38362. (*Sir Samuel Provis.*) With regard to the cases you are speaking of, it is not absolutely necessary, is it, that an order of the relieving officer should be obtained in a case of emergency?—I believe it is so; I have never heard otherwise.

38363. There is a provision in the order, is there not—I do not know whether your attention has been directed to it—which enables the guardians to pay the medical officer for attending?—To pay any medical officer?

38364. To pay the district medical officer?—That may be, but the difficulty is to get hold of him.

38365. That provision applies although there is no relief order given by the relieving officer for his attendance in cases of this kind?—Supposing a midwife sends for the parish doctor, it is very questionable whether he would go without some further order from the guardians.

38366. Therefore the difficulty is in the unwillingness of the medical man to go?—Yes, and also because many of the men in Liverpool who do parish work really do not go in for midwifery, and therefore would rather not go in these cases, but would rather leave the responsibility to other men. These are always urgent cases and hard cases. For example, the parish medical officer of the district where I live has not attended a case of midwifery for many years, consequently in my opinion he is not competent to deal with a complicated midwifery case. This is not a solitary instance.

38367. But the district medical officer would get an extra fee for attending, would he not?—Yes, he would.

38368. Does that not tend to remove the difficulty of his going?—I do not think so, because the guinea they get is scarcely recompense enough for the trouble.

38369. With regard to Paragraph 8 of your statement, which refers to vaccination, has the effect of the Vaccination Act, 1898, been at all to encourage the ordinary medical practitioner to vaccinate the child rather than to wait for the attendance of the public vaccinator?—My experience is that they do not like to vaccinate the children too young. The result is that time is allowed for the ordinary certificate to go to parents that the parish doctor is going to vaccinate, and for the parish doctor to call. He gets 1s., I believe, as a fee for calling, and so he invariably calls on patients. But there is a complaint that the call alone is a disadvantage to the general practitioner, because that is letting another medical man enter into the family and get introduced.

38370. Before the Act passed that difficulty was foreseen, I think, and it was suggested that it would probably encourage the medical attendant of the family to say, "I will come and vaccinate the child when the proper time arrives"?—I do not think that is the case.

38371. Do you know whether that in practice has been so or not?—I do not think it has.

38372. (*Sir Henry Robinson.*) What is the status of these sixpenny dispensaries? Can any medical man put these sixpenny dispensaries on his door and charge a sixpenny fee, and does that make it a dispensary?—Yes, any medical man can do that so long as he is qualified.

38373. Are there no subscriptions required from a certain number of people to join that dispensary?—No. They simply go there and pay the 6d. It is a very lucrative practice, I suppose. I have not had experience of it because I had not had any dispensary, but I know one man who charges 6d. and makes £1,200 a year out of the 6d. and nothing else. He has a sixpenny dispensary and he has an assistant to whom he pays £150 a year. His assistant does most of the work and he gets the £1,200.

38374. Does he attend the people at their own homes?—Yes, for 1s.

38375. Does he supply the medicine?—Yes. I was examining for insurance one of these men, so I asked him, "How do you manage to give medicine for 6d.?" He said, "The way we do it is this: We only give them soda and quassia and that kind of stuff, and if they want drugs that cost money, such as iodide of potassium, and things of that kind, we give them a prescription and say, "This is extra and you must go to the chemist for it." But most of the people are satisfied with very ordinary drugs, and so these men make very large profits.

38376. Do you say that the people prefer to go to these kind of dispensaries?—Yes.

38377. Are there many of them in Liverpool?—There are a great many of those, unfortunately, and they interfere with the ordinary practitioner. They pauperise the better class of patients, because they think that if they can go to a dispensary and get medical treatment for 6d., while we charge 5s., we are charging too much.

38378. Do these doctors as a rule confine their practice to this sixpenny class of cases?—Yes.

38379. Have they no other?—Some have ordinary practice as well.

Objection to public vaccinators with private practices.

Sixpenny dispensaries, their lucrativeness and extent of their operations.

SEVENTY-SIXTH DAY.

Monday, 28th January, 1907.

AT THE FOREIGN OFFICE, DOWNING STREET, S.W.

PRESENT

The Right Hon. Lord GEORGE HAMILTON, G.C.S.I., etc., etc., etc. (*Chairman*).

The Right Hon. CHARLES BOOTH, F.R.S.
Sir SAMUEL B. PROVIS, K.C.B.
Mr. F. H. BENTHAM.
Dr. A. H. DOWNES.
The Rev. T. GAGE GARDINER.
Mr. GEORGE LANSBURY.
Mr. T. HANCOCK NUNN.

The Rev. L. R. PHELPS.
Mrs. BERNARD BOSANQUET.
Mrs. SIDNEY WEBB
Miss OCTAVIA HILL.
Mr. FRANCIS CHANDLER.
The Right Rev. The LORD BISHOP OF ROSS.

Mr. J. JEFFREY (*Assistant Secretary*).

Mr. JAMES NIVEN, called ; and Examined.

38380. (*Chairman*.) You have prepared a very comprehensive and interesting statement which we may treat as your evidence-in-chief ?—Certainly. (*The Witness handed in the following statements*).

INTRODUCTION.

This includes :—

1. Review of the relative mortalities occurring at home, in the union infirmaries, and in other public institutions of persons residing in the City of Manchester.

2. An account of the medical work done by public charities and by the corporation in the year 1905. (The information on this subject has been collected and tabulated by Mr. T. L. Ellwood, Chief Clerk in the Public Health Office.)

3. Some general considerations.

Mr. J. Niven.

4. Suggestions, general, and special bearing on the relation of the Poor Law and sanitary local administrations.

28 Jan. 1907.

The course of the relative mortalities occurring at home, in the union infirmaries, and in other public institutions of persons residing in the city of Manchester.

The essential facts are contained in the figures given below taken from the annual reports of the medical officer of health.

The fifth and seventh columns show that the percentage of persons dying in public institutions began to ascend in the year 1900, and went up abruptly in 1901, reaching its highest point in 1903.

Increase in number of deaths in public institutions.

PERCENTAGE OF PERSONS DYING IN THEIR OWN HOMES, IN POOR LAW INSTITUTIONS, AND IN OTHER INSTITUTIONS IN MANCHESTER.

Year.	Own Homes.		Poor Law Institutions.		Other Institutions.		Total Annual Death Rates.
	Deaths.	Per Cent.	Deaths.	Per Cent.	Deaths.	Per Cent.	Corrected.
1895	10,433	80·8	1,601	12·4	881	6·8	24·68
1896	9,530	80·2	1,468	12·4	876	7·4	22·53
1897	9,588	80·0	1,554	13·0	848	7·0	21·49
1898	9,257	80·5	1,456	12·7	780	6·8	24·22
1899	10,477	80·3	1,740	13·3	829	6·4	23·9
1900	10,071	78·1	1,953	15·1	879	6·8	23·8
1901	9,067	76·8	1,755	14·9	979	8·3	21·6
1902	8,396	76·1	1,616	14·7	1,014	9·2	20·0
1903	8,056	74·7	1,665	15·4	1,061	9·9	19·5
1904	8,798	75·4	1,860	15·9	1,008	8·7	20·9
1905	7,907	75·0	1,636	15·5	996	9·5	18·7

From the fifth column we perceive that the relative increase in the institution death rate so far as the union infirmaries are concerned begins abruptly in the year 1900 ; and reaches its highest point in 1904.

The relative increase in the proportion of deaths occurring in other institutions does not set in till 1901, but is then continuous, reaching its highest point in 1903.

It is not easy to give a satisfactory explanation of these figures.

There was a great increase in the amount of alcohol consumed per head of the population during the years 1896-99, becoming more marked in 1899. The Rev. Dawson Burns gives this estimate. "Alliance Temperance Almanack," 1907 :—

Mr. J. Niven.
28 Jan. 1907.

THE ANNUAL DRINK BILLS OF THE UNITED KINGDOM, 1884-1905.
Estimated by the Rev. Dawson Burns, D.D.

Year.	Estimated Expenditure (revised).	Per head.	Year.	Estimated Expenditure (revised).	Per Head.
	£	£ s. d.		£	£ s. d.
1884	144,734,214	4 1 0½	1895	163,133,935	4 3 4½
1885	141,039,141	3 18 3½	1896	170,426,467	4 6 4½
1886	140,550,126	3 17 4½	1897	174,365,372	4 7 6½
1887	142,784,438	3 18 0½	1898	176,967,349	4 8 0½
1888	142,426,153	3 17 2½	1899	185,927,227	4 11 8
1889	151,064,035	4 1 3½	1900	184,881,196	4 10 4½
1890	159,542,700	4 5 1½	1901	181,788,245	4 7 8½
1891	161,765,291	4 5 7½	1902	179,499,817	4 5 6½
1892	161,527,717	4 4 9½	1903	174,445,271	4 2 4
1893	159,020,709	4 2 8½	1904	168,987,165	3 18 11½
1894	158 932,134	4 1 11½	1905	164,167,941	3 15 11½

In 1900 and 1901 occurred the outburst of arsenical poisoning in Manchester.

It is possible that these circumstances are responsible for part of the increased proportion of the deaths occurring in institutions in 1899 and 1900.

The continuance of the high proportion of deaths in the union hospitals and in institutions may be due to the period of distress which commenced in 1903. But no tendency is shown in 1905 towards a diminution of this increased recourse to public institutions, although in that year the depression had passed away, and although the tide of increased drinking had receded.

It is possible that the increased use of public institutions may tend to continue, once established. The effect of this on the death rate it would be difficult to estimate. Probably the immediate effect would be towards a diminution.

In the table it is interesting to note that the increased use of the union hospitals began to be evident as far back as 1897.

It was not, however, till 1901 that other institutions began to be used to a greater extent.

The death rate in union hospitals relative to that in other institutions is shown by this table.

Thus the ratio in 1895 is 12·4 to 6·8. This ratio increases from 1896 to 1900, after which year it declines to 1902-03.

STATEMENT.

1. The amount of gratuitous medical aid given to the poor in Manchester is enormous.

Partly it is supplied by the Poor Law officers, partly by charities, partly by the sanitary authority, and partly by private practitioners.

There are no means of gauging, still less of influencing the last named source of gratuitous aid, but it is certainly great in total amount, though, of necessity, irregular in its distribution.

With regard to the medical aid given by district medical officers, information will, no doubt, be obtained directly. The expenses of Poor Law medical aid are not made out in a separate form.

2. In the Manchester township, I am informed, most of the patients seen at their own homes by the district medical officers are removed to the Crumpsall Hospital.

But the proportion so removed must vary with the accommodation in the union hospitals.

If the accommodation provided is small, as in the Prestwich Union, the number treated at home by the district medical officers will probably be correspondingly large.

3. Preventive Medical Work. Poor Law Administration.—The following figures show the number of vaccinations

performed in 1905 in each of the three main divisions of Manchester, and the expense involved. For South and North Manchester the figures are estimates:—

—	Public Vaccinations.	Private.	Expenditure.
			£ s. d.
Manchester Township	2,827	541	861 8 0 in fees.
South Manchester	4,642	3,172	1,457 11 5 Estimated cost.
North Manchester	3,873	1,289	1,307 0 0

4. Charitable medical work is divided among a number of hospitals, two of them general, the rest special.

A number of particulars are, herewith, furnished in reference to the hospitals of the city, which give a general idea of the range and magnitude of the operations carried on, and of the expense involved.

To these, particulars of gratuitous nursing institutions are added. (See Appendix No. VI. (A).)

5. From the details relating to hospitals several points are selected for special notice as being, perhaps, most deserving of attention.

The average daily numbers in charitable institutions in 1905, as given by the authorities of these institutions, were as under.

But these numbers do not relate entirely to Manchester patients.

The Bowdon and Delamere Sanatoria receive patients from Manchester and district. The Royal Infirmary receives patients from neighbouring towns as well as from Manchester, though the great majority of the cases belong to Manchester.

The Manchester Children's Hospital serves chiefly Manchester and Salford (see Report). St. Mary's Hospital also serves Manchester and Salford. The Eye Hospitals do not confine their ministrations to Manchester. To a less extent this is true of most other institutions.

6. A considerable deduction must, therefore, be made from the total number of cases daily under treatment, if we are considering only the number of Manchester sick under treatment.

It is probable, however, that about 1,000 Manchester patients are daily under treatment in the hospitals.

7. The average total daily numbers under treatment in 1905 were as follows:—

Large amount of gratuitous medical assistance in Manchester.

Vaccination work and cost in Manchester.

Voluntary hospitals and their work in Manchester.

Patients from outside districts in Manchester voluntary hospitals.

Average of in-patients in Manchester voluntary hospitals.

average daily	Manchester Royal Infirmary	-	-	-	269
number of in-	Cheadle Convalescent Home	-	-	-	125
patients in	Manchester Children's Hospital	-	-	-	133·7
Manchester	Convalescent Home	-	-	-	24
voluntary	Ancoats Hospital	-	-	-	100
hospitals.	Convalescent Home, Warford	-	-	-	24
	Northern Hospital for Women and Children, about	-	-	-	67
	Bowdon Hospital for Consumption, etc.	-	-	-	48
	Delamere Sanatorium	-	-	-	86
	St. Mary's Hospital for Women and Children	-	-	-	80
	Clifford Street	-	-	-	36
	Manchester Royal Eye Hospital	-	-	-	88
	Eye Hospital, St. John Street	-	-	-	20
	Manchester and Salford Hospital for Skin Diseases	-	-	-	20
	The Lock Hospital, about	-	-	-	38
	The Ear Hospital	-	-	-	13
	The Cancer Hospital	-	-	-	15·3
	Hospitals for incurables	-	-	-	125
	Jewish Hospital (general)	-	-	-	15·2
	Total	-	-	-	1,327·2

8. The total number of patients treated in the out-patients departments of the hospitals is given below. The information is supposed to relate to cases, so that the same person is not counted twice over, if coming for medical advice on separate occasions. How far the numbers do actually represent separate and distinct persons, I am not in a position to say.

9. The total number of outpatients treated at the undermentioned hospitals in 1905 was:—

Manchester Royal Infirmary	-	-	-	41,155
Manchester Children's Hospital	-	-	-	23,899
Ancoats Hospital	-	-	-	21,280
Northern Hospital	-	-	-	9,927
Hospital for Consumption, Hardman St.	-	-	-	11,216
St. Mary's Hospital	-	-	-	9,377
Clifford Street	-	-	-	4,110
Manchester Royal Eye Hospital	-	-	-	30,273
Eye Hospital, St. John Street	-	-	-	3,000
Hospital for Skin Diseases	-	-	-	4,842
The Lock Hospital	-	-	-	4,299
The Ear Hospital	-	-	-	3,319
The Cancer Hospital	-	-	-	45
The Jewish Hospital	-	-	-	131
The Victoria Dental Hospital	-	-	-	17,443
Total	-	-	-	184,316

10. To these must be added the Chorlton and Hulme Dispensaries in part:—

	Out-patients.	Home patients.	Accidents.
Chorlton Dispensary	1,810	1,394	111
Hulme Dispensary	4,768	2,162	218

These institutions are really provident, the charges being 2s. per adult for three weeks, 1s. for a child under thirteen for the same period when treated at home. The charges for out-patients are half the above. Very poor persons are treated free on subscribers' recommends, but they form a small minority.

11. As with patients treated in the hospitals, a considerable deduction from the figures for out-patients must be made in respect of persons living outside Manchester City, though, probably, not nearly so large a deduction in proportion.

12. The general hospitals, in addition, pay visits, by their medical officers, to the homes of patients.

Manchester Royal Infirmary	-	-	-	1,669
Ancoats Hospital	-	-	-	1,572
Manchester Children's Hospital	-	-	-	3,527
St. Mary's Hospital	-	-	-	4,500
Clifford Street	-	-	-	1,301
Total	-	-	-	12,569

13. The modes in which patients are able to obtain gratuitously the benefits of the above hospitals require consideration.

Patients are admitted in some instances by subscribers' recommends, in most cases, however, on application, if the need appears urgent, and the patient is suitable for treatment.

In order, however, to prevent abuse of the benefits of the charity, the Royal Infirmary, the Ancoats Hospital and the Northern Hospital have the circumstances of their patients living in Manchester investigated by the Charity Organisation Society. Other hospitals conduct investigations on their own account.

This subject appears to require further study.

PAYMENT BY PERSONS RECEIVING MEDICAL AID FROM THE CHARITIES.

14. From the particulars given in the Appendix (See Payment by Appendix No. VI. (A),) will be seen that an effort is made to obtain payment for medical services given by public charities according to the ability of the patients or their friends to pay.

This is notably so in the case of the Royal Infirmary, the Consumption Hospitals, the Royal Eye Hospital and the Hospital for Diseases of the Ear.

An effort is also made in this direction at the Ancoats Hospital, the Cancer Hospital, the Northern Counties Hospital for Incurables, and others.

15. Contributions are also received in other cases.

The sums so obtained, where ascertainable, are shown in a separate sheet. (See Appendix No. VI. (B).)

16. The current expenses of the different hospitals were for the year 1905 as appended. (See Appendix No. VI. (C).) These items do not represent the total medical charitable expenditure in Manchester, but they show the greater part of it.

17. As already mentioned, the patients do not all belong to the city of Manchester, nor do the subscribers all belong to the city.

18. The aid already mentioned has been called medical, but the same name may perhaps be held to include other forms of assistance.

19. Such a charitable form of assistance is furnished by the Manchester and Salford Sick Poor and District Nursing Association which has five branch homes for nurses in different parts of the city. These nurses visit houses where their services are required. Applications are received by the matrons at the respective homes. They make the beds, make the patient comfortable, carry out the directions of the medical attendant, and give "advice" as to nursing and management.

20. The total number of these nurses at work in Manchester, Salford, and district is sixty-four. The number of patients attended by them in 1905 was 10,171, and the visits paid to these patients numbered 245,339. The institution received from poor patients £154 12s. 1d., and their expenses were £7,257 1s. 10d. This money accrues from investments, donations, and charitable subscriptions, and an amount from the Hospital Saturday and Sunday Fund collections, also from fees for sending out nurses from the Private Nursing Home.

PREVENTIVE CHARITABLE WORK.

21. The Manchester and Salford Ladies Public Health Society consists of twenty-three ladies who form a working Committee, meeting once a month.

The central part of Manchester and Salford are divided between these ladies, who each has a paid health visitor.

22. The society does work for the sanitary committee through their health visitors which consists chiefly:—

(a) In house visiting, and endeavouring to secure cleanliness.

(b) In visiting the houses of consumptive persons to see that they carry out the instructions which they have already received, as to the precautions to be taken.

(c) In visiting houses where there is an infant, and advising the mother as to its management.

23. There are twenty-five visitors, sixteen in Manchester and nine in Salford, and the Corporation of Manchester pays the wages of nine of the health visitors at the rate of 16s. per week. Salford pays half the salaries of nine. (Report and Statement.)

THE BOARD OF GUARDIANS FOR THE RELIEF OF THE JEWISH POOR OF MANCHESTER.

24. This society has carried on its benevolent work for nearly forty years, otherwise the Jewish poor would have become a burden on the rates of the city.

Mr. J. Niven.
28 Jan. 1907.

Expenditure of voluntary hospitals in Manchester.

Quasi-medical charitable assistance.

Nursing associations and their work in Manchester.

Ladies' Public Health Society and its work in Manchester.

Health visitors paid by the Town Council.

Jewish Board of Guardians and its work.

Mr. J. Niven. 25. The Manchester, Prestwich, and Salford Boards of Guardians contribute annually to its funds.

28 Jan. 1907.

Jewish Board of Guardians and its work. 26. The society gives relief in money, in kind, food for the Passover, and *Medical Treatment*. The money relief last year was £843 2s. 5d., and relief on food £552 11s. 1d.

The total cases relieved were 1,761.

27. *The society has also a loan fund in operation.*

The expenditure under this fund last year was £1,960 15s. and the income £1,728 13s. 2d. (See paper, Manchester Statistical Society, Mr. Hesse.)

28. There is also a large amount of other charitable work which is, in its influence on the health of poorer persons (particularly of children) akin to the medical charitable work already given.

Charitable associations for helping boys and girls in Manchester.

29. Of this character is the work carried on by that splendid society, the Manchester and Salford Boys' and Girls' Refuges and Homes, and Children's Aid Society.

The total number of beds in their various institutions is 512, and the average number occupied in 438. (*See Annual Report.*)

30. Doing the same kind of work in some degree are the Wood Street Mission and the Charter Street Ragged School and Working Girls' Home. Both these give free meals on a large scale.

31. There is a Police Aided Association for Clothing Destitute Children. (*See Annual Report.*)

Quasi-medical charitable institutions in Manchester.

32. Other institutions of a quasi medical character are:—

The Henshaw Blind Asylum :

	£	s.	d.
Income, 1905	-	-	8,345 2 8
Expenditure	-	-	8,090 12 0

(*See Annual Report.*)

Also the Royal Deaf and Dumb Schools, and the Deaf and Dumb Institutes. (*See Annual Report.*)

Various charitable schools.

Lads' clubs.

Summer camps.

Children's Country Holiday Fund, for giving poor children three weeks' holiday in summer.

Various holiday homes.

Convalescent homes.

Cotton districts convalescent fund.

Manchester and Salford District Provident.

Seaside home, Boys' Refuge, Strangeways.

Medical Mission.—Red Bank.

MEDICAL AID AFFORDED BY THE MANCHESTER CORPORATION AS A SANITARY AUTHORITY.

Medical assistance by the sanitary authority; its objects, extent, and cost in Manchester.

33. This stands on an entirely different footing from the medical aid rendered by the Poor Law medical officers, inasmuch as it has, in the main, for its specific object the removal of sources of infection from the homes of the people and is therefore as much for the benefit of the community as of the individual.

34. It is true that the same object is served in several ways by the medical assistance rendered under the Poor Laws, and by the charities, more especially when such diseases as phthisis, enteric fever, bronchitis, erysipelas, and so forth are concerned.

35. The protection of the community from infection is not, however, the specific aim of treatment, as it is with the sanitary authority.

36. The prevalence of any particular infectious disease varies from year to year, and it is therefore necessary to give the facts for more than one year. The expenditure, however, is given only for the year 1905. (*See Appendix No. VI. (D).)*

STAFF.

Phthisis treated in sanitary authority's hospital.

37. The following are the numbers on the staff of the various institutions:—

Monsall Hospital	-	-	-	-	224
Clayton Hospital	-	-	-	-	24
Baguley Sanatorium	-	-	-	-	54

38. At Clayton Smallpox Hospital phthisical patients are treated, and during 1905 fifty-one patients were admitted.

39. The corporation have in addition twenty beds allotted in Delamere Sanatorium, for which £1 1s. a week each is paid, and during 1905 thirty patients were sent in.

Phthisis treated in sanitary authority's hospital.

40. Besides the expenditure already mentioned in connection with the hospitals, the sanitary authority directly incurs other expenditure in work which may be considered an integral part of medical aid.

Thus, the expenditure on disinfection of articles and houses in the year 1905 was £4,684 15s. 10d. for notifiable infectious diseases.

Four-fifths of the expenditure in the Public Health Office must be assigned to the same heading, viz., £9,489 9s. 2d.

One half of the salaries of the district sanitary inspectors may be assigned here, i.e., £1,572 16s. 8d.

Bacteriological work connected with enteric fever, diphtheria, and the diagnosis of tubercular phthisis, also with the examination of milk samples cost £1,331 2s.

Diphtheria antitoxin is placed at the disposal of practitioners, and the cost in 1905 was £16 19s.

In the diarrhoea season medicine is distributed from the police station—cost £15 15s. 4d. There were 1,334 distributions in 1906 between the hours of 9 p.m. and 9 a.m.

Free distribution of medicine by sanitary authority.

41. The Midwives Supervising Committee of Manchester, acting as the Local Supervising Authority under work of the Midwives Act, 1902, appointed at the beginning of 1905 a lady medical inspector to supervise the work of and give instructions to midwives practising in their area. Her salary is £250 per annum.

Midwifery work of sanitary authority.

42. Arrangements have also been made by the committee to pay the fees of medical practitioners for attendance in certain emergency cases to which they have been called on the advice of midwives under Rule E 17 of the Central Midwives Board.

Payment of sanitary authority doctors called in by midwives.

43. Payment is only made in the case of the poor inhabitants of the city and a scale of income was fixed, copy of which is annexed, together with the list of emergencies paid for. (*See Appendix No. VI. (E).)*

44. The fee is fixed in two amounts £1 1s. and 5s., the first payment was passed in July, 1906, and the total amount passed up to the end of November (five months) was £66 3s.

45 A. All applications from medical men for payment of fees are investigated by the Charity Organisation Society, whose officers ascertain whether the person attended complies with the scale, and is otherwise eligible. They are also considered by a medical sub-committee.

45 B. Education. The Education Authority have a medical officer, an assistant medical officer, and a lady who instructs the senior girls in elementary schools in the management of infants. They have also an instructor in physical drill who trains teachers to instruct and inspects classes. Total expense of the Medical Department for 1905, including the above items, less the medical assistant, £1,100.

Medical work of the Manchester Education Authority.

45 C. Instruction in swimming is also given to schools at the public baths.

CO-OPERATIVE MEDICAL ATTENDANCE.

46. Under the above title may be included the various associations, in which a certain sum is paid weekly or otherwise, and in return for which medical attendance is secured.

Provident dispensaries etc., in Manchester.

47. The associations in Manchester for this purpose are : (a) The Provident Dispensaries Branch of the Manchester and Salford District Provident Society.

Of this association there were, in 1905, five branches in Manchester (*see Appendix No. VI. (A).)* and 16,352 members. These paid to the dispensaries 134,296 visits, or 8'21 per member, in the course of the year.

The members pay 1d. per week for adults and for each child over fourteen years of age; for all the children under fourteen, if more than one, 2d. Sick members pay 1d. each time for medicine. The medical officer may charge 1s. for a visit to the patient's house, and 15s. for midwifery. Dispensaries are provided, and rooms for the patients, and doctors.

The total expenditure in 1905 was £8,895 14s. 3d. Receipts from patients, etc., at convalescent home £1,655 0s. 6d. and from dispensary patients £3,306 10s. 2d.

(b) *The Hulme and Chorlton Dispensaries* have been already mentioned.

In 1905, 3,556 patients were attended at home; 6,578 were seen as out-patients; 329 accidents were dealt with.

The expenditure was £1,096 6s. 3d. and the income from patients was £386 18s. 9d.

MANCHESTER WAREHOUSEMEN AND CLERKS' ASSOCIATION.

Warehousemen and Clerks' Association. 48. This association in 1905 contained 5,134 members. The amount of subscriptions in 1905 was £6,629, and the total income was £8,504 13s. 5d.

The expenditure was £6,115 10s. 8d.

The medical fees paid in 1905 amounted to £1,534.

There is also an old age pension scheme, a burial fund for members, and another for their wives. For further details see Appendix (App. No. VI. (A),) and Report.

Sick and Provident Societies attached to special works. 49. There is a Sick and Provident Society for the clerical staff of the Gas and Electricity Departments of the Corporation.

The number of members in 1905 was 539.

The income - - - - - £948 9 0

The expenditure - - - - - 426 18 6

Sick benefits but no medical attendance.

50. Sick and Burial Societies have also been formed amongst the workmen of the—

Bradford Gas Works.

The Rochdale Road Gas Works.

The Cleansing Department.

Sick benefits but no medical attendance.

FRIENDLY SOCIETIES.

Friendly Societies and their work in Manchester. 51. Consist of lodges, grouped in districts. From the rules of the Independent Order of Oddfellows, we gather that—

Every lodge shall establish a sick and funeral fund (72), and every lodge, which has a medical officer attached thereto, shall establish a medical aid fund, which is to be entirely separate from the former (72a).

Districts may adopt rules for admission of members to—

A. Sickness benefits.

B. Funeral benefits (31).

C. Superannuation benefits.

D. Medical attendance.

There is also an insurance and endowment fund (24a). The provision in other societies is similar.

52. Tables appended to the rules of the above Order give the contributions of members and the benefits accruing, except for medical attendance.

Medical attendance provided for by friendly societies. 53. We are, however, more particularly concerned with medical attendance in sickness, and by the kindness of the secretaries I learn the particulars embodied in the table appended (See Appendix No. VI. (F),) which does not include the Bolton Unity, the smallest of these local societies, said to be represented in Manchester.

54. It will be evident from the figures given that the extent to which members use the facilities given for medical attendance is not in close relationship with the extent to which they take advantage of the sick benefits.

Wages of members of friendly societies and Clerks' Association. 55. It is an important question what class of persons the respective provident associations mentioned reach.

I am informed that—in this district—it may be assumed the persons touched by the friendly societies do not earn, to any extent, less than 30s. per week.

The same holds for the Warehousemen and Clerks' Provident Association.

Absence of provision against sickness by poorest class in Manchester. 56. There is thus only the dispensary branch of the provident association which may reach people with smaller incomes. I am informed, however, by the honorary secretary to this association, Mr. Charles Behrens, that this is the case to a very limited extent indeed.

57. We may, therefore, assume that the population whose family incomes lie below 30s. per week makes practically no special provision for sickness.

GENERAL CONDITIONS.

The guiding principles for reform in the medical assistance of the poor. 58. Three main objects appear to present themselves in connection with any change in administration.

59. *To ameliorate the lot of the deserving poor.* Unfortunately the word *deserving* is an elastic one, and may

be considered by different persons and bodies of persons to apply to different sets of qualities, and different rules of conduct. Nor even, if a common understanding were arrived at, are the facts easy to ascertain. Some discrimination may, however, be practicable.

60. *To improve the physique and health of the poorer classes.*

61. *To improve the moral fibre of the people, and put them in the way of improving their own physique, securing their own health, and ameliorating their own lot.*

62. Where the last object appears to conflict with the first two, it is necessary to safeguard any steps taken so as to remove or reduce to a minimum the conflict.

63. The mortality from tubercular phthisis excessive. Between the ages of fifteen and thirty-five more than one-third of all deaths are due to this cause, and the mortality is very heavy throughout adult life.

Unfavourable conditions of life, occupation and nutrition such as usually depend on poverty, strongly predispose to attack, and conversely phthisis in the parents, especially if the children be young and unable to work, is a fertile source of poverty. The low state of nutrition resulting, strongly predisposes the wife and children—supposing the husband attacked—to receive infection.

64. It thus becomes of the utmost importance to the family and to the community that such a family should be adequately nourished.

And it is probable that the assistance rendered in such a case is often inadequate for the objects to be attained, viz., to prevent the disease from being communicated to other members of the family, or to companions and workmates, and, as far as possible, to save the person attacked. Fully to secure these objects parents suffering from this disease should be encouraged to seek medical advice, and the means of cure, whether in a sanatorium or otherwise, at the earliest possible moment. I am satisfied that they frequently fail to do so, largely on account of their families, whose interests they desire to consult by remaining at work. This they continue to do until their chances of recovery are gone. Further, their chances of recovery, and their willingness to remain in a sanatorium, are checked by anxiety about their families, even when they have been induced to enter one.

65. Even if they do not enter a sanatorium the health of their families and their own often requires adequate succour. But any such exceptional aid should be accompanied by notification of the illness to the sanitary authority at the earliest possible moment, and should be accompanied with the condition that the measures considered necessary for the avoidance of infection are fully and carefully carried out.

66. Such measures involve certain specific precautions, a thorough and continuous practice of cleanliness, and the employment of the aid given, so as to secure good food and clothes for the whole family. These precautions are needed whether the parent enters a sanatorium (or hospital) or not, but special aid given should be conditional on the parent entering a sanatorium or hospital if so required. It should be possible to ascertain precisely how any aid given is expended. It should be possible in general, to ascertain that the total aid given from all sources does not exceed what is required.

67. If the aid given were derived from the guardians it should be possible and necessary for the district medical officer to ascertain that all requisite precautions of a personal and sanitary nature were carried out, so co-operating with the sanitary authority.

68. The wife of a patient, who is also the mother of a family of young children, should not be encouraged to seek outside work, leaving her children to the care of another. Such a course is, in the long run, usually uneconomical. Before this is done, the medical officer of the district should certify in writing that such a course is advisable, and such certificate should be forwarded to the medical officer of health.

69. There are, of course, difficulties in the way of giving exceptional treatment in the case of consumptives.

Such a course could only be advocated because of the peculiarly disastrous character of this disease, on account of the ages at which it is specially incident, its infectious character and its chronic course.

Mr. J. Niven
28 Jan. 1907.

Excessive mortality from phthisis

Importance of proper nourishment for phthisical families.

Unwillingness of poor phthisical parents to take medical advice under present system and consequent evils.

Conditions under which public aid should be given to phthisical patients and their families.

Question as to whether phthisis is best relieved out of public or charitable funds.

Mr. J. Niven. It might also be fairly argued that money judiciously spent would yield more than an equivalent return.

28 Jan. 1907. Nevertheless the difficulty is one which must be duly weighed, and it may appear insuperable.

It may, in fact, be considered that the exceptional assistance required should come, not out of the rates, but out of a charitable fund.

70. We have seen what an immense expenditure in charitable money and in charitable work there is already in medical matters. The object aimed at, however, is one which appeals strongly not only to compassion, but also on account of its productive character in improved physique and averted infection.

Notification should be a condition of all relief of phthisis.

71. If aid were available from a charitable source the requisite amount might be given by the co-operation of the guardians and of the administrators of such a charity. Such co-operation has, to my knowledge, taken place to a limited extent.

Whatever the source of the desired aid, notification of the case aided to the sanitary authority should be an indispensable condition.

Difficulty of the Poor Law dealing specially with phthisis.

72. The difficulties in giving exceptional aid in the case of phthisis under the Poor Law Administration are very patent.

73. The greatest difficulty is one which applies to any measure of rate-aided assistance, viz. : the addition to the rates which would be entailed.

Still *ld.* in the rates brings in £15,800 in Manchester, and this would enable 316 families to be provided for.

There is, however, the most determined opposition to an increase of the rates.

No doubt any increase in the rates presses severely on the class just above those who are in receipt of Poor Law relief, raising their rents and the price of all articles.

74. On the other hand the proposed aid is entirely on behalf of this class, and they would pay only part of the money to be raised. It would, however, benefit the whole community.

Question of sanitary authority dealing with phthisis.

75. It may be said why should not this money be levied as part of the sanitary rate. The sanitary authority could then use it so as to obtain the maximum amount of preventive work. It may be doubted, however, whether this mode of applying money would be regarded as coming under the Public Health Acts. Here again there might be strong public opposition. Nevertheless, this is the natural source of any such expenditure, the principal object of which would be the prevention of a particular disease.

Another difficulty would arise in determining on the judicious application of such exceptional aid.

It would, no doubt, often happen that the person afflicted had been drunken and dissolute.

Difficulty as to dealing with drunken or dissolute cases of phthisis.

76. How far should such a fact arrest the aid contemplated. It is evident that such families would often need assistance in a high degree, from a health point of view.

We may assume in such a case that the disease would have advanced considerably, before the drinking parent would submit to isolation, so that isolation in hospital would be highly beneficial to the family, and, perhaps to the parent attacked.

77. There would, of course, be a danger that the benefit to health secured for the family would disappear on the discharge of the drinking father.

Nevertheless, it might be necessary *in the first instance* to extend the exceptional aid to such cases, on condition of and during isolation.

78. A more hopeless case is that in which the remaining parent drinks. Yet the children require to be considered and protected, as far as practicable. In some instances it would suffice for the mother to know that the aid afforded would cease in case of proof produced that she had been drinking during its continuance.

The father would, also, often be influenced by the consideration that, after resumption of his drinking habits, the exceptional aid previously given to his family would not be resumed.

There are, however, no means devisable by which the unfit, and the children of the unfit, can be kept protected. The main plea for special action in the case of tuberculosis is the protection of the community from infection.

78a. The poor man and woman suffer privation as children, as parents of young children, and again in old age.

No suggestion is offered as to how the inequalities of condition at different ages are to be levelled for poor people. But the problem is one which deserves the study of scientific statesmen.

The following suggestions are submitted.

79.—*General.* A medical officer of health has to consider primarily the health and physical efficiency of the population. The poorest class just above pauperism, in spite of the immense amount of medical assistance which they receive suffer severely from any increase of expense in dealing with paupers or in improving the general social condition. Their case is deserving, therefore, of special consideration.

It is, however, extremely difficult to see how they are to be materially aided out of the rates.

80. It is not to be forgotten that every increase in the rates presses the class above pauperism downwards into pauperism, however much it may benefit individuals and however beneficial it may be to the community as a whole. There are no means by which persons in other classes can be kept from shifting part of their burden on the class just above pauperism, as by increase of rent, increased price of commodities, etc.

81. In suggesting, therefore, how this class may best be benefited, these principles must be borne in mind.

82. *The benefits must be restricted to such as are most necessary and most beneficial.*

83. *The expense must not be excessive, and should yield some corresponding return in improved physique or reduction of disease, or in productive capacity.*

84. *The benefit should be accompanied by and entail increased effort towards improvement on the part of the people themselves.*

85. Amongst the more urgent needs are :—

(a) Such education as will enable the people to live more healthily. This includes the provision of teachers trained in hygiene, and in what may be called domestic hygiene and economy, and of expert medical instruction to the teachers. It is not intended to imply that health is not benefited by other forms of instruction. It is even conceivable that education in choice of pleasures and in the choice of books might have a powerful effect on health indirectly, as would also the training of boys and girls in skilled manual work, as tending to give them occupation for their leisure time.

The training of teachers in hygiene should be restricted as far as possible to subjects which will enable them to look after the health of school children, and to impart sound practical instruction.

Senior girls should be instructed in elementary schools and in continuation classes, in such subjects as cleanliness, clothing, foods and their prices, the care of children, thrift.

It is evident that to impart this instruction in such a manner as to produce the improvement aimed at, skilled and trained instruction, with all necessary appliances are required. Additional expense will be entailed.

(b) Provision should be made to insure that children attending elementary schools are sufficiently nourished and properly cared for, care being taken that parents able to defray any necessary charges or otherwise to care for the children, do so.

The administration in this case will be expensive.

(c) *Provision of Sanatoria for Consumptives.*—Either by charity or otherwise sufficient provision should be made for the treatment of consumptives, a charge being made sufficient to cover expenses to persons able to pay.

86. The provision made at present in Manchester is recorded at pages 168, 169 of the Annual Report on the Health of Manchester for 1905.

87. There are, however, many persons of the artisan class who are suffering from phthisis in a more or less further advanced stage, who are not eligible for a sanatorium, and will not seek Poor Law aid, but whose removal to a hospital is very desirable. They would often be able to pay something towards their maintenance. For these the sanitary authority or private charity must provide.

The pressure of the rate burden upon the class immediately above the pauper class.

Tendency of increase of rates to increase pauperism.

Guiding principles for assisting the class immediately above the pauper class.

Education in hygiene, feeding of school-children, and provision of phthisis sanatoria the chief needs of the non-pauper poor.

Need for further provision against phthisis and measures advocated.

88. Whether treated in a Poor Law hospital, a corporation hospital, or a charitable sanatorium, cases of phthisis require a considerable amount of medical attention, and great pains is required in particular with individual diets.

In every hospital, whether Poor Law, corporation, or charitable, the patients require to be carefully and systematically instructed in the precautions to be taken to prevent the spread of infection.

89. In my opinion cases of consumption should not be transferred to the able-bodied side. Nor should they be treated in general wards. It is true that, if very great care is taken, the risk of infection is much reduced. It is better, however, not to run such a risk.

90. Where a hospital has been already erected attached to a workhouse, and separate adequate provision for cases of phthisis has been made, it appears to me undesirable to incur expense in the erection of a fresh hospital.

91. It is desirable, if it is at all possible, that the sanitary authority should have a direct interest in the administration of the phthisis wards of union hospitals.

92. The subject of hospital provision for consumptives is a difficult one. I am doubtful whether it would act favourably on the isolation of cases of consumption if those cases which are of the common lodging-house type were treated in the same hospital with the class which it is desired to reach.

They may, perhaps, best be treated in the union hospitals, along with others whom the Poor Law district medical officers may select, but in wards separate from cases of other disease.

93. The further public provision contemplated should be made, I think, by the sanitary authority, and may usefully take a proportion of those now entering the union hospitals.

The sphere or charity in dealing with phthisis.

94. Early cases entering hospital with a view to cure may usefully be dealt with by charities, if not provided for by sanitary authorities. But this is not intended to imply that cases are not, or should not be, cured in union hospitals.

SPECIFIC SUGGESTIONS.

95. In the following ways the Poor Law administration might be co-ordinated to that of the sanitary authority.

Proposals for co-ordinating the medical functions of Poor Law and sanitary authorities.

(a) *District medical officers appointed after a certain date (say after January 1st, 1910) should be required to hold a Diploma in Public Health.*

Many medical men now take such a diploma, who do not become medical officers of health. The course of training would provide a selected body of medical men for the Poor Law medical service, and one specially qualified to instruct in matters specially concerned with the prevention of disease and the conservation of health.

It may be considered advisable that such a requirement should apply, in the first instance, to urban populations of 30,000 or upwards.

(b) It would greatly benefit the public health service if district medical officers were at the same time district medical officers of health, precluded from private practice, and associated with the medical officer of health of an entire area.

(c) In any case whether (b) does or does not appear advisable the district medical officer might report to the sanitary authority through the medical officer of health for the entire area, insanitary houses, cases of gross overcrowding, neglect of children, and other conditions injurious to the public health.

In other ways also he might usefully co-operate with the medical officer of health.

(d) It appears desirable that lists of new cases of sickness, coming to the knowledge of the district medical officer in his official capacity, should be daily forwarded by him to the public health office, where a register of sickness would be kept. In this way early information would be obtained of outbreaks of influenza, epidemic pneumonia, or other unusual form of infectious or epidemic disease.

It would also be possible to study the incidence of different forms of disease, such as acute pneumonia. Light would be thrown on typical forms of fever, and

obscurities in the propagation of infectious disease might, not very infrequently, be cleared up.

The diagnoses in these lists would be revised by the resident medical officers of the union hospitals.

(e) The law should be altered so as to make it possible for a medical officer of health to arrange for the immediate vaccination of the employees in a large concern, irrespective of the vaccination district in which they may reside.

It may appear advisable to transfer vaccination to the sanitary authority.

(f) It does not appear desirable that the sanitary authority should take up the work now carried on by charitable bodies. The pressure of maintenance would fall heavily on the class bordering on pauperism. The work now done might be crippled.

(g) Should the hospitals under Poor Law administration be transferred to the sanitary authority? For reasons already indicated I do not see my way clear to give an affirmative answer.

It is difficult to withdraw from the control of the guardians hospitals on their grounds.

If it is proposed to erect new hospitals, the expense entailed will be a grave barrier.

This is, of course, not an insuperable difficulty.

But other difficulties arise in connection with the classification of patients. Should a sick person admitted into hospital cease to be a pauper?

On this also I cannot give a clear affirmative.

When cases are removed, it very frequently happens that relief is given to the family. Such cases must, presumably, be paupers. Yet they cannot be put at a disadvantage as compared with a tramp who has no family. Beside these comes the householder, who is obliged to seek the aid of the union hospital, but whose family do not seek relief.

If a distinction can properly be made, it is desirable that it should be.

38381. (*Chairman.*) You are the Medical Officer of Health for Manchester?—I am.

38382. How many Poor Law unions come within your area as health officer?—Three.

38383. Which are the three?—The township of Manchester, the Chorlton, and the Prestwich Unions.

38384. Is your area co-terminous with the three?—No, it includes entirely the union of Manchester, but neither of the other two are entirely co-terminous with it; however, the greater part of the unions are in Manchester.

38385. Therefore you would have inside your area three sets of returns relating to vaccination?—Yes.

38386. You would have three sets of returns relating to the registration of births and deaths?—That is so.

38387. From an administrative point of view it would be much more convenient, I assume, if both those duties were transferred to one central authority?—So far as public administration is concerned, I do not see that it makes any difference. Of course we get our returns from the district registrars, and we are not sensible of any difficulty in that respect.

38388. How many registrars are there in each union? I suppose it depends upon the population?—I can tell you, I think, by referring. [*The witness subsequently replied as follows:*—There is in each union a superintendent and a deputy superintendent registrar. In addition the district registrars number:—In the Manchester Township, 3; in the Prestwich Union, 5; and in the Chorlton Union, 4.]

38389. Would you be in favour of transferring the vaccination work and the registration work to the health authority?—Yes. I think that would be an advantage, so far as vaccination is concerned, in one respect at all events, in that it very often happens that when small-pox is prevalent a case may occur in one of the employees of a large concern; under existing arrangements the re-vaccination of those who have been in contact with the case would, properly, be referred to the vaccination medical officer of a number of districts; a great many of the employees live outside Manchester, and, before the necessary communications are made and vaccination performed, an unnecessary delay occurs, and one cannot always be sure that the

Inadvisability of the sanitary authority superseding medical charity.

Difficulty of transferring poor law hospitals to the sanitary authority.

Unions in medical officer of health's jurisdiction at Manchester.

Desirability of transferring vaccination work to sanitary authority.

Mr. J. Niven.
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Mr. J. Niven. vaccination is promptly performed. I think it is extremely desirable that it should be possible for the sanitary authority to secure at once the vaccination of the employees who have been in contact with a case of small-pox.

28 Jan. 1907. Wages of members of provident and friendly societies in Manchester. 38390. Turning to medical relief, the first part of your statement gives us figures and statistics with regard to the very large amount of gratuitous medical relief that is given in Manchester. I see later on, when dealing with friendly societies, you say that persons touched by them do not earn less than 30s. a week?—Yes, that is what I am informed.

38391. Would that apply to the medical provident institutions?—Yes, I was informed by the honorary secretary to that institution that that is also the case with regard to the provident dispensary.

Resort to private doctors by persons earning less than thirty shillings a week. 38392. Does it follow that medical relief for those below 30s. a week is as a rule gratuitous in Manchester?—No, not at all. I have made a special inquiry into a large number of individual cases with a view to see what actually does occur, and as a matter of fact I find that a large proportion of people earning far below that amount go to private practitioners. It is quite true that they have made no provision beforehand, but they pay either at the time or in instalments afterwards. It does not follow that they have recourse to gratuitous medical aid.

38393. You would say there is a very considerable number of such persons with wages of less than 30s. a week who do so pay for their medical relief?—Yes.

Extent to which patients contribute to cost of treatment by voluntary hospitals in Manchester. 38394. The hospitals in Manchester give their out-relief free, I understand?—No, I have given here the extent to which they do not give it free, where a special inquiry is made for a number of the hospitals into the circumstances of the people; and where, in the opinion of the inquiring officer, the people can pay, the hospital calls upon them to pay something, at all events, for the medical aid. The money which is so paid, actually paid by the patients, is given in Appendix (See Appendix No. VI. (A).)

38395. A very considerable portion of that payment is made by the out-patients?—I am not in a position to say

38396. According to this return the recoveries are from in-patients and out-patients?—Yes, in certain cases that is so. A considerable amount is paid by the out-patients

38397. May I assume that a very considerable proportion of persons receiving medical relief in the hospitals in Manchester do pay wholly or in part something of the cost of such relief?—Yes. The annual current expenditure on Manchester hospitals and institutions for the year 1905 is given at £102,910 (Appendix No. VI. (C).) so that more than 10 per cent. is defrayed by the patients themselves. Of course there are also contributions under the Hospital Saturday Fund that amount to a sum of £4,300, but that is not necessarily given by the patients themselves, although they do contribute also in part to that fund, but it is not a large amount.

District nurses in Manchester and extent of contributions by patients to their cost. 38398. There is a form of medical assistance which takes the shape of the maintenance of a number of nurses; those nurses, I understand, make domiciliary visits under the auspices of the Manchester and Salford Sick Poor and District Nursing Association?—That is so, there are sixty-four of those nurses.

38399. In Paragraph 20 you point out that the number of patients visited by the nurses was 10,000, and the visits paid to patients numbered 245,000. The institution received from poor patients £154 12s. 1d., and their expenses were £7,257. Is that £154 the only payments made by those visited by the nurses?—Yes, to the best of my information that is so.

38400. That medical assistance is practically gratuitous?—Practically.

38401. How many years have you been health officer?—Twelve years in Manchester.

Question of past increase in scope of medical officer of health's work. 38402. Have the functions of the department much increased during that time?—The amount of work which is done is very considerably greater, the scope of the department has considerably increased in certain directions; for example, there is a scheme for the voluntary

notification of cases of phthisis which has entailed a good deal of work, and has led to the creation of a sub-office attached to the public health office. Then, more recently, the Midwives Act has placed additional duties upon the medical officer of health, and other work has come upon the medical officer of health by degrees; but I cannot say, with those exceptions, that the scope of the work of the medical officer of health has changed. It is a somewhat difficult question to answer; a good deal of work has been expended, for instance, upon the care of infants, upon the feeding of children, and upon visits from the Ladies' Public Health Society, under the direction of the medical officer of health; and other branches of the work have been similarly studied and expanded, but with those exceptions no fresh branches of work have been imposed upon the medical officer of health.

38403. Your organisation with regard to visitors is to a very large extent voluntary, is it not?—It is entirely voluntary. It is under the Manchester and Salford Ladies' Public Health Society, which is a voluntary organisation. It is true that the corporation pay part of the wages of the health visitors, it is true also that the work which they do is done for me, and under my direction so far as health work is concerned, but it remains a voluntary organisation. Health visitors at Manchester their payment an organisation under Ladies' Public Health Society.

38404. Have you any paid workers?—No.

38405. No paid visitors?—No paid health visitors.

38406. (*Mrs. Webb.*) The visitors are paid, are they not?—Yes, they are paid by the Ladies' Public Health Society in part, and also in part by the corporation.

38407. (*Chairman.*) The Ladies' Public Health Society employs lady workers?—They employ in Manchester sixteen health visitors who are partly paid by the Ladies' Public Health Society and partly by the Manchester Corporation.

38408. Are they under you?—They carry out my directions, but they are under the Ladies' Public Health Society.

38409. And the Ladies' Public Health Society I suppose supplies them with funds?—The money is paid through the Ladies' Public Health Society.

38410. (*Sir Samuel Provis.*) By the corporation?—The corporation pays the wages of nine out of the sixteen.

38411. Direct to them, not to the society?—To the Ladies' Public Health Society.

38412. They pay to the Society, they do not pay the particular visitors as officers?—No, they do not pay the visitors direct. [*The witness subsequently replied as follows:*—This was formerly the arrangement. The nine health visitors are now paid direct by the city treasurer.]

38413. (*Chairman.*) On what principle do they pay? What regulates the payment? Do they say: We will allow you so much for so many visitors?—Yes, that is what they do; they pay for nine of those visitors.

38414. Does the Ladies' Association incur a good deal of expenditure over and above what is provided by the corporation?—It is difficult for me to say precisely how much expenditure they do incur. The ladies of the society hold a number of meetings in their districts, mothers' meetings and that kind of thing, they also give assistance to poor people, but I really am unable to say what amount of expenditure is involved in that.

38415. I understand certain ladies map out Manchester, so to say, into districts, and in those districts one or more ladies hold mothers' and other meetings?—That is so.

38416. Then attached to each district I assume there is a paid visitor, is that so?—For each district there is a paid visitor, but they do not cover Manchester; they cover a population approximately of 160,000, it is only the central and poorer parts of Manchester which are covered by the operations of that society.

38417. There is a great deal of work which is done under the name of the health committee which is voluntary; and a good deal of the expense is supplied from voluntary funds?—Part of the expense is supplied from voluntary funds certainly.

38418. For instance, not only is advice given but food is given sometimes, is it not?—That is so.

38419. That food would not come out of the corporation funds?—No, that does not come out of the money granted by the corporation to the Ladies' Public Health

Society; that goes purely and simply to pay nine of the health visitors. [*The witness subsequently replied as follows:* This answer is incorrect. Part of this money is raised by the society by the sale of soap supplied to them, at a much reduced rate, by the corporation.] Charitable donations of clothing for distribution are also given by the Lord Mayor to the Society.

38420. Is that out of public funds?—I am really not quite certain; it is the Lord Mayor's fund, but I am not quite certain upon that point; it does not amount to much. [*The witness subsequently replied as follows:*—This is not out of public funds.]

38421. You have under you, in addition to certain paid officials, a considerable voluntary organisation which is manned and officered by volunteers to a large extent, a considerable portion of whose expenditure comes out of voluntary funds?—A considerable portion, yes; seven out of sixteen.

38422. It is really, I suppose, a charity health promotion society?—Yes, they do a considerable amount of charitable work in a way. The amount of charitable assistance rendered would not, I think, be regarded as the main feature, although it is an important feature of their work.

38423. (*Mrs. Bosanquet.*) I think this health society was in existence for some time before the corporation had anything to do with it, was it not?—Yes.

38424. It is about thirty years old?—That is so.

38425. And the corporation really came in and subsidised its work?—Yes.

38426. (*Chairman.*) Has this society ramifications all over the area, or does it confine itself to certain portions of the area?—It is only in the central part of Manchester, the township of Manchester, and in the districts of Hulme, and Chorlton-on-Medlock. It is in the more central parts of Manchester only.

38427. We therefore have apparently four agencies at work in dealing with sickness or health: the charitable hospitals, the Poor Law, the corporation of Manchester, and the voluntary health association under them?—Yes.

38428. You think there might be a greater co-operation than at present exists between the Poor Law authority and the health authority in dealing with sickness?—Yes, I think so. I have stated changes which I should like to see.

38429. Those are in the concluding paragraphs of your statement?—Yes.

38430. Let us take perhaps the most difficult question which you have to deal with, phthisis. I see you state you think between the ages of fifteen and thirty-five more than one-third of all deaths are due to this cause?—Yes, it is a disease which attacks the heads of families to a very excessive degree; it is in my opinion a very great element in producing poverty.

38431. Does this calculation of one-third of the deaths between fifteen and thirty-five as being due to phthisis relate to the Manchester district, or to the whole of England?—It relates also to the whole of England.

38432. Of course in certain places where there are certain employments which are more detrimental to the health than others the mortality would vary?—No doubt that would be so.

38433. Is Lancashire now especially subject to phthisis?—Yes, the incidence of phthisis on Lancashire people is in excess of that on the people of the rest of the country.

38434. You attach importance to any one who is attacked by this disease seeking medical advice at the earliest possible opportunity?—I do. I think it is extremely important that they should do so.

38435. Do you think the fact that the medical relief is through the Poor Law and is associated with the Poor Law is at all a deterrent to the people?—Most decidedly.

38436. Do you apply that only to phthisis or generally to illness?—I am not in a position to speak of other illness; I have investigated a number of cases of phthisis *ad hoc*, and I am quite satisfied that there is great reluctance on the part of persons suffering from phthisis to enter the union hospitals.

38437. I suppose another deterrent is rather the fear of losing their employment?—I do not think so. I do not think that that is materially operative in Manchester; we have taken very great care to avoid any disability being

inflicted upon phthisical patients; I think I may have met at the outside one or two cases in which that has come in. I do not think materially that enters into the consideration. *Mr. J. Niven.*
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38438. (*Mr. Booth.*) Do you mean the loss of employment without entering an institution?—What I mean is that the fear of infection being conveyed in the workshop does not produce loss of employment; I thought that was the question. *Question of deterrence of poor law medical relief on sufferers from phthisis and effects thereof.*

38439. (*Chairman.*) It was not quite that. What I meant was that the man who knew he was unfit would struggle on, retaining his employment, because he was afraid if he went to a doctor he might be forbidden to work?—No doubt that is so. I do not know that they would always pay much attention to the doctor forbidding it if they wished to work, but I think that the apprehension of being disabled does very materially operate, and the fact is that when phthisis assails the head of a family the family may fall into very poor circumstances; there is actual privation, and the man will not acknowledge to himself that he has been attacked by that disease until he is forced to do so. My point is that it really is, in my view, essential that more assistance should be given in such cases to the family, in a judicious manner, in order to remove this apprehension, and to induce people to come forward at an early period.

38440. (*Mr. Booth.*) It is not the question of pauperism, but they would have the same shrinking from any form of assistance which was not coupled with protection of their family?—Yes, that operates in any case.

38441. It is not a question of pauperism?—The question of pauperism operates in all diseases. I have in fact made a large number of inquiries irrespective of consumption, and have found that a large section of the people do look upon the idea of sickness relief with great aversion.

38442. (*Chairman.*) The purport of your evidence is that phthisis is so serious a national evil that you think a more determined effort ought to be made to fight it, even if it causes a certain increase of expenditure?—I do. It is to my mind very plain that this would be an economic expenditure. One of the great means of combating phthisis would be to raise the nutrition of the families in presence of the disease. The family falling into a state of poverty the rest of the family are exposed to infection just in that condition which lays them open to attack, and if we are to deal really effectually with the prevention of consumption I feel sure that it is necessary to improve the nutrition of the families in presence of the disease. *Need of more extensive provision for the relief of consumptives and their families.*

38443. That is a very difficult question, is it not?—Not to my mind; perhaps because I see the importance of it. It is the heads of families who are attacked, their lives are pecuniarily of great value, and the amount of loss which must be sustained by the subsequent attacks, which are the direct consequence, in my opinion, of the lowered state of nutrition, must also entail great pecuniary loss to the community. I hold that this would be an economic expenditure. I should like to say that owing to the inquiries which I have made since my statement was written, I think that the sum of £1, as I have put it for the sake of calculation, a week for assistance to a family in privation is considerably in excess of what would be absolutely necessary. I should put it more at a sum such as 5s.; at all events that would greatly relieve the situation. *Cost of relieving families of consumptives*

38444. You make the suggestion that charitable funds might be raised for this purpose?—Yes. *Possibility of raising; further charitable funds for coping with phthisis.*

38445. And that the guardians might in co-operation with the trustees make the necessary advances?—Yes, but at all events with us, I am afraid, that is not possible. I do not know what might be done by a direct appeal to the people themselves, but there has been so much given in Manchester in charitable objects and with special relation to this disease that I am afraid it will not be possible to raise a fund for that purpose.

38446. What you suggest would entail the maintenance of the patient who was suffering until he was more or less cured, and his family would probably also during that time have to be maintained out of the poor rate?—Of course a great many of them are working. Perhaps if I give you one or two actual cases you will understand my position better.

Mr. J. Niven. 38447. (*Mrs. Webb.*) Might we ask whether you desire this maintenance to the wife and children to be given with the stigma of pauperism, through the Poor Law or through the sanitary authority?—I do not, on reflection, see how it is possible to give it through the Poor Law; any money which was given through the Poor Law in that way would, I think, necessarily require to be given in the case of all other conditions, not merely in the case of phthisis, and I think that makes it practically impossible to do it through the Poor Law.

38448. You put it on the same plane as the money which was given for the plague or cholera?—I do. I think we must treat it as an infectious disease which it is desirable to prevent, and that this is a fundamental element in the prevention of the disease; and I would also put it on the ground of the economic character of the expenditure, because it would be to save the heads of families, to save adults and the heads of families; I think money would be more economically expended for that reason than if applied generally.

Cases showing extent of relief required for consumptive families and their families. 38449. (*Chairman.*) Perhaps you will give us one or two of those cases?—The first case here is that of a man, wife, and four children. Their income is 12s. a week, the woman goes washing occasionally and earns 2s. a day, one son gives 8s., and the daughter gives 4s. The rent is 6s. 4d. Here the aid required a week is rather large; it would be from 8s. to 10s. that would be necessary.

38450. (*Mr. Booth.*) Necessary for what?—Necessary in my opinion to enable the family to be properly nourished. In the next case the man, the head of the family, is attacked, he has a wife and three children, the wife chars and earns 7s. a week, one son gives 1s. per week, mother-in-law pays 2s., the total income is 10s. The rent is 3s. Here we calculate that 5s. would give the necessary help to the family to enable them to keep in a state of good nutrition.

38451. (*Dr. Downes.*) On what do you base that calculation?—In this case it is simply a rough calculation.

38452. Is it a calculation for food?—Yes, I think I may say that we do not take much else into account in making this estimate.

38453. I did not know whether you had a scale per head that you were working upon?—I have not worked it out to scale. This enquiry has been made quite recently. A calculation to scale takes some time. I have laid down a scale for that purpose in a paper which I shall be very glad to submit to the Commission. I have considered that, but I have not done that in this case, it is simply a rough estimate of what would enable us to bring the family up to a reasonable state of nutriment.

Minimum scale of relief for proper nutrition. 38454. Is your paper based upon a scale?—It is simply dealing with the question of what families can be maintained for, it is only a general consideration of the question of how families could be maintained, what would be necessary in food.

38455. I think your conclusions as to what would be necessary to maintain nutrition would be of value to the Commission?—You shall have that. (Subsequently sent. See Appendix No. VI. (G).)

38456. (*Chairman.*) You put phthisis as a special disease and one standing by itself?—Yes.

Voluntary notification of phthisis in Manchester. 38457. You suggest it should be treated as a notifiable infectious disease although the period of treatment might be much longer than would be necessary for most of the diseases which are notifiable?—We have in Manchester a system of voluntary notification and have had since 1899. I think it should be dealt with as a notifiable disease.

Distinction between relief of families of consumptives and families of persons suffering from other infectious disease. 38458. How would you draw the distinction; suppose a man gets a very severe attack of scarlet fever or typhoid fever, and he is a long time in hospital; his family are unable to support themselves and have to come to the Poor Law for assistance, what is the difference between the case of that family and the family of one who is suffering from phthisis? The phthisical family would get preferential treatment so to say, better treatment?—That operates for only a short time. People can always get assistance for a limited period. It may not be a very desirable thing to do, but they can get credit with grocers and with various tradespeople for articles which they pay off gradually, but that is scarcely applicable to a disease which goes on for a long period like phthisis.

38459. Coming to your general recommendations with regard to the medical relief of the poor, you say you are not in favour of transferring the hospitals and medical institutions under Poor Law administration to the sanitary authority?—I say I do not see my way clear to give an affirmative answer to the question. Should the hospitals be transferred to the sanitary authority? I do not necessarily give a negative answer, I really see difficulty in the way of such a transference in respect of the sick, that these hospitals are at present attached to the workhouse, and I do not see how they are to be severed from the general body of the workhouse.

38460. I will put it in another way, assuming you were starting *de novo*, and there was no administrative difficulty in the way, would you then be disposed to make the sanitary authority the medical authority, and put it in charge of the hospitals and institutions medically treating the poor?—Yes, I think I should. At all events I should separate the hospital administration entirely from the indoor relief of poor persons.

38461. On the ground, as I think you have already stated, that the fact of its being associated with the Poor Law is rather a deterrent to the people going for medical advice?—Yes.

38462. Is there much over-lapping in Manchester between the medical relief given by the charitable hospitals and the Poor Law infirmaries, do you think the same class go to both?—I think not. I do not think there is much over-lapping between those two, there may be a little, but I do not think there is much.

38463. Is there any complaint amongst the medical practitioners that their livelihood is undermined by the assistance given by the hospitals and the Poor Law infirmaries?—There may be, but I do not know, I am not in a position to give an answer. I really am not aware whether that is so or not.

38464. The various suggestions you make are not very great in themselves, but in the aggregate you think they would tend to secure better co-operation between the medical officers of the health authorities?—I attach great importance to them; perhaps they do not seem to be very great, but I think they would produce a very great change indeed.

38465. I assume that your relations personally with the medical officers are not unsatisfactory?—Not at all.

38466. And that there is a certain amount of co-operation now between you and them?—Yes, there is no lack of co-operation, in fact I do not know that I stand in any different relation with Poor Law medical officers from what I do with other medical men in the city; our relative positions are very much the same, except with regard to vaccination, and I must bear my testimony to the readiness with which assistance was given during the last outbreak of small-pox by the officers of the Poor Law. If I wish a change it is not on that account, but because I think that certain changes would be much to the benefit of the public health.

38467.—Let us take your suggestions: your first is that district medical officers after a certain date should be required to hold a Diploma in Public Health?—Yes. [*The witness subsequently replied as follows:—*But the word *appointed* should be inserted after *district medical officers* (see section 15 of my statement). I do not suggest that the present officers should be required to hold a diploma in Public Health, or that they should be otherwise interfered with. The suggestion is that, after a certain date, as vacancies occur, newly appointed officers should be required to hold a diploma in Public Health, and further that the newly appointed officers should be district medical officers of health.]

38468. Do you attach considerable importance to that?—I do, very great importance.

38469. Then your second suggestion is that the district medical officer should be precluded from private practice, that is to say he should give his whole time?—Yes, I think if that could be done, if we could have, as it were, a staff of district medical officers of health, a very great benefit would accrue to the public health from that.

38470. (*Mrs. Webb.*) They are to be the same people as the district medical officers?—They would be in a sense Poor Law district medical officers to attend poor people and say which people should go to public health.

Proposal to combine offices of district medical officer and district medical officer of health under supervision of the medical officer of health.

institutions, and they would also enquire into the sanitary condition of the districts, they would give advice to people about the management of children and about the choice of foods, perhaps they would look after the food of the district, and they would carry out inquiries referred to them by the medical officer of health, they would apprise him of any unusual ill-health in any part of their districts and would investigate the cause, and they would in fact carry out for limited districts the duties of medical officers of health.

38471. That is to say you would combine treatment with prevention?—Quite so. Then also I think there might be referees for the schools.

38472. (*Chairman.*) Could you do that if there were two separate services?—Not with so much advantage. Of course I think you can make almost any system work if you have the right material, I do not think it is absolutely incompatible that you should have such officers doing work for two different bodies, I do not think that is an impossibility, at the same time it would simplify the matter if they were placed in direct relation with the public health office.

38473. That is to say medical officers for the future would have distinct health functions to perform?—Certainly, that would in any case be so; that is my suggestion.

38474. To whom would they report on those matters?—To the central medical officer, the medical officer of health for the entire area. Of course the medical officer of health for the entire area is himself the officer of the sanitary authority.

38475. In fact you would rather try and alter the English system to make it more resemble the Irish system?—I am afraid I do not know the Irish system; I consider benefits of the first importance would accrue to the public health generally from such a step.

38476. You consider it of the utmost importance that there should be a greater co-operation and a greater interchange of duties and work between these two bodies than at present exists?—Yes.

38477.—You think that if the sanitary authority cannot be the head of the whole medical administration, the suggestions you make would to some degree tend towards securing efficient co-operation?—Yes.

Need of further co-operation between Poor Law and Sanitary Authorities.

38478. (*Mr. Booth.*) With regard to dealing with phthisis, do you consider that treatment of cases in the thorough way in which you suggest for both cure and prevention would lead to something approaching to stamping out this scourge?—It would very materially, I think, diminish the incidence of phthisis. I do not wish to exaggerate what it is possible to do; it is necessary to remember that there are always common lodging-houses, and places of that description, which will be sources of infection; but as regards private dwellings, as regards people living at home, I do think that the assistance which I think necessary, if given, would materially assist in diminishing the disease.

38479. So that the benefit would be culminative?—Quite so.

38480. (*Bishop of Ross.*) Do you propose that the badly nourished families should be looked after not only in cases where a member of the family is affected with phthisis, but also in other cases?—I do not. It is a very large proceeding, if sufficient benefit were to accrue. I think that in phthisis the benefit accruing from such a procedure would be very much greater than in other instances; I think, also, that it is very much more necessary in the case of phthisis than with regard to other diseases. I think it would be a very great pity to extend the scope of that proceeding beyond phthisis at present.

Increase of phthisis in Manchester and causes thereof.

38481. (*Mr. Booth.*) Would you say, on the other hand, that as things are existing, phthisis is increasing?—No; I should say, on the contrary, there has been a considerable diminution in Manchester.

38482. Has that been due to preventive treatment?—To the work under notification? Of course I hope so. I am inclined to think that to some extent, at all events, it is so. In the last two or three years, at a period when it might reasonably be ascribed, or, at any rate, when it might be due to the action taken under the notification

of phthisis, there has been a marked drop in the death rate; but it is always difficult to judge of the causes in operation; there may be other causes which are producing that effect; but, at all events, the situation is a hopeful one, and I think that improvement might be accelerated.

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38483. (*Bishop of Ross.*) You pointed out that the insufficient nutrition was, in your opinion, a cause that left the persons more liable to infection in the case of phthisis?—That is so.

38484. If there is phthisis in the family, and if neighbouring families are poorly nourished, is there not a danger of the disease spreading to those poorly nourished families?—I am afraid I do not quite take your question. You have a case of phthisis, do I understand, and neighbouring poorly nourished families?

The area of phthisis.

38485. Yes.?—But this disease does not spread in that wholesale manner. I am afraid it would be necessary to consider the mode of propagation of phthisis.

38486. I quite see that the members of the family are more liable to infection than the neighbours, but with regard to the neighbouring people with whom these people communicate, is there not a certain amount of danger to them?—I think the communication has to be pretty intimate before phthisis is given in that way. Of course, it is quite true that cases are communicated, that such an intimate intercommunication does take place between members of one family and members of another, but then I do not see how you are going to fix upon the almost, so to speak, fortuitous person who is going to be in intimate communication. It does not necessarily follow because you have four or five families immediately round a house with phthisis that there will be any propagation of the disease from the one house to the surrounding houses.

38487. In reference to the district officers, you suggested that they should be excluded from private practice, and should devote their whole time to the public service?—That is my suggestion.

Proposal for whole-time district medical officers with public health functions for urban districts and cost thereof.

38488. It would be necessary, therefore, that from public sources their entire salary should be paid?—That would be so.

38489. What would be the average salary of those district officers at present?—I am afraid I cannot tell you. Of course they have private practice.

38490. I know they have private practice; but I am thinking from public sources, what would it be?—I am afraid I cannot tell you, but I see there is a gentleman here who can give you that information.

38491. I presume the salaries under the new conditions would be multiplied by a pretty considerable figure?—You would have to give a reasonably good salary, of course.

38492. Probably three or four times what the present salary is?—Quite so. You could not give a man in that position less than £400 a year.

38493. And the present salary, probably, may not be more than £100?—Yes, but then it does not constitute the medical man's living.

38494. Would you propose that the district he serves should be increased, or that he should be paid the same salary for serving the district which he serves at present?—I think the districts should be conveniently arranged. I have not considered the matter very closely, but Manchester has 630,000 people; a population like that might have twenty-five such district officers.

38495. Would there be more difficulty, in your opinion, in dealing with the rural districts than with the large urban centres?—I do not put forward this suggestion as applicable to districts having a population below 30,000; it refers to an urban population.

38496. Only to a large population?—Only to urban populations.

38497. (*Mrs. Webb.*) With regard to the distinction between domiciliary medical treatment and institutional, there is no hard and fast line by which we could say that institutional is good and domiciliary relief is bad?—I do not think so.

Possibility of successful home treatment of phthisis.

38498. In the case of phthisis, for instance, it might be cheaper, more humane, and even more effective to

Mr. J. Niven. sometimes treat it in the home ; would you go that far ?
 28 Jan. 1907. —It might be cheaper, more humane and quite as effective to treat the case at home. Of course, there is an advantage in removing cases of phthisis to a better atmosphere.

38499. Out of the fog ?—One has to consider that different towns differ in the quality, so to speak, of the atmosphere. I should like just to mention that it has been found, on making *post mortem* examinations of persons who have died of other diseases (and this observation has been made both abroad and in England) that a high percentage of those persons who have died of other complaints have been found to have, at a former period of their lives, suffered from consumption and to have recovered. Therefore, it is quite clear that it is possible to recover, even in the atmosphere of towns ; and although there is an advantage in a better atmosphere, still I do think that many cases might perfectly well be treated at home, and, as a matter of fact, there is a considerable number of the patients whom I think it would not be possible (or at least very difficult) to get removed from home. They will not leave home ; so that it does become an important consideration whether cure can be effected at home. In my opinion it can.

Possibility of a phthisis patient continuing his normal employment.

38500. Following that on, do you conceive that in any case it would be possible for a man to continue even in his employment, supposing you gave him medical advice and medical assistance. Would it be possible in any case for a man to either continue in his employment or go to a healthier employment and still be under your treatment ? Would it be possible, for instance, for a case of early phthisis to be a conductor of a tramcar, where he would be always in the open air, and yet be under your medical treatment in his home ?—And yet be under medical treatment ?

38501. Medical inspection ?—You mean under the new system ?

38502. Yes ?—Or, in fact, under the existing system ?

38503. Yes. Supposing you had medical assistance for phthisis without charge and without pauperism, do you think there would be any cases in which a man might be under treatment and yet remain in some sort of employment, and come to you for inspection and advice ?—As a matter of fact it is occurring every day very considerably ; of course they are not coming to us, that is the only part that would be omitted ; but they do go to their employment, and in at all events a certain proportion of the cases they improve under those conditions.

38504. If a man came early to you it is conceivable if you got hold of him very early he might not have to leave his employment if you could teach him to sleep with open windows, and that sort of thing ?—Yes ; but of course, if he came to us early we could determine what it was best for him to do. He could be watched and left at his employment or sent to a sanatorium as might appear best.

38505. It does not necessarily mean full maintenance, even for the man, if you get proper medical advice ?—Not at all. I think perhaps if I were just to erase names and put in a few of these cases to illustrate that it might be well.

Typical cases of phthisis needing relief.

38506. That would be very interesting ?—It is simply an addition to fulfil the family circumstances. (See Appendix No. VI. (G).)

Extent of probable gratuitous treatment of phthisis in Manchester.

38507. You do not mean to imply that all the cases you treated, if you had full powers and full encouragement, would come for maintenance on public funds ?—By no means. Might I just say that these cases, which are selected, number about 180 out of 1,400 notified. Those 1,400 notified cases came from the poorest portions of the City, so that you may say that the 180 cases selected represent almost the whole of the absolute privation in the families notified during the year.

The pros and cons of domiciliary and institutional treatment of infectious disease.

38508. One other question about domiciliary treatment. Does not the same indefiniteness as to which is advisable, domiciliary treatment or institutional treatment, begin to apply to some infectious diseases, too ? We may come to think that some infectious diseases can be treated in the home as well as in an institution ?—Of course a number of cases are treated at home, a varying number in different towns. Some towns treat a much higher proportion of their infectious cases in hospitals than others.

38509. That is to say, the sanitary authority ?—Yes ; for instance, in Brighton and Manchester the proportion treated in the public institutions has been very high, but it is a question, I think, whether it is not desirable to limit the cases admitted into hospital, at all events as far as scarlet fever is concerned, to cases which cannot be properly isolated at home.

38510. There are some medical reasons for that, are there not, there are return cases, and there is also the intensification of the infection ?—Yes, by the accumulation of cases in the hospital.

38511. So we are on very uncertain ground in all this Outdoor question between outdoor and indoor medical assistance. medical relief I mean we cannot say that outdoor is bad even for infectious diseases. I only want to get it clear, to find out whether it is so ?—I do not think you can dispense with outdoor relief.

38512. Quite apart from medical relief : medical advice and assistance, medical domiciliary treatment ?—May I just remind you of what I said a little while ago, that the circumstances of scarlet fever are so very different from those of phthisis that any expense entailed in getting private treatment does not extend over a very long period. I should be reluctant to place that more than was necessary on the public funds.

38513. I am not talking about that, but about the distinction between domiciliary and institutional treatment ?—I do not see how you can do without outdoor assistance at all.

38514. (*Mr. Bentham.*) In Paragraph 10 of your statement you refer to public dispensaries, and say : “These institutions are really provident, the charges being 2s. per adult for three weeks, 1s. for a child under thirteen for the same period when treated at home.” Is this really a charge, or is it a membership payment ?—I think it is membership to the best of my recollection. I do not wish to be positive about that answer.

38515. Persons who are not members cannot get treatment when sick, by paying on the terms that you mention, can they ?—These are the terms taken from the Provident Dispensary book. Do I understand you that you doubt the accuracy of the statement ?

38516. No ; I do not quite understand whether these people may fall on this provident institution and be treated at these charges during the time they are sick, and when they are well pay nothing. That is what I do not quite understand : whether they are simply members during sickness and not members paying a weekly contribution when they are well ?—As I understand it, these are the charges in sickness ; but I will take a note of your question, and correct my answer when I see the proof. (*See answer to next question.*)

38517. (*Mr. Booth.*) Sometimes there are two systems, a penny a week for those who subscribe regularly and a certain charge for those who come in when ill ?—I think these are the actual charges irrespective of any payment per week. I believe it is just as it stands, but I will look into that matter. These are not quite on the same basis as the general provident dispensaries. You see I have put them in a separate category. I did not excerpt these statements myself, and I am not prepared absolutely to say that there is no payment per week also, but I think not. I think it is just as it stands here, that there is no payment per week. [*The witness subsequently replied that:—There is no payment per week additional to the above charges.*]

38518. (*Mr. Bentham.*) In Paragraph 13 you say that the general hospitals refer their cases to the Charity Organisation Society for inquiry. Is there a wage limit below which the people may be eligible for medical treatment under the general hospitals ?—I do not think so. Do I understand you : Is there a wage limit beyond which they are not eligible ?

38519. Yes ?—I do not think so. I do not think there is any absolute wage limit.

38520. Is it possible people may be treated by the general hospitals whose income would warrant them in paying a general practitioner ?—That is possible, I believe ; but, of course, they would be expected to pay the hospital.

38521. If the result of the inquiry showed there was sufficient income, they would be expected to repay it to the hospital, would they ?—Yes, they would be expected to pay a certain sum to the hospital.

Distinction between outdoor and indoor medical assistance. medical relief I mean we cannot say that outdoor is bad even for infectious diseases. I only want to get it clear, to find out whether it is so ?—I do not think you can dispense with outdoor relief.

Extent of probable gratuitous treatment of phthisis in Manchester.

Class of persons treated by voluntary hospitals.

38522. Or would they be refused treatment?—I am really not in a position absolutely to answer that. If there is a wage limit it is not a very low wage limit. I do not think there is any absolute wage limit fixed. Might I enlarge upon that a little? A wage limit, of course, is a purely relative term, and has reference to the circumstances of the family. You may have a family which is earning £2 10s. a week which is poorer than another family earning £1 a week, and to fix an absolute wage limit, I think, would be a mistake. My impression is that there is no absolute wage limit fixed, and if there are any rules guiding the hospitals, or guiding their advisers, with regard to the circumstances of the people, which would enable them to discriminate between cases whom they would and cases whom they would not treat, those rules are not known to me; but I do not think it is possible to lay down hard and fast rules of that description.

Voluntary nursing association in Manchester. 38523. With regard to the nursing association, is it subsidised by the health authority?—Not that I am aware of.

38524. Or by the Poor Law authorities?—I think not.

Subscription by sanitary authority to phthisis sanatorium. 38525. You refer in Paragraph 39 to the payment by the corporation for beds in the Delamere Sanatorium. Is this payment per bed when in use, or is it a payment for twenty beds at £1 ls. per week whether used or not?—Whether used or not.

38526. That means rather a large amount, it means over £1,000 a year?—Yes, that is so.

38527. That is a contribution of over £1,000 a year made by the health authority, that is by the Manchester Corporation, to the sanatorium?—That is so.

38528. Are the beds kept fully occupied?—Pretty nearly.

Conditions under which sanitary authority send cases of phthisis sanatorium. 38529. Do you find cases come under your notice early enough to be sent, or have you to refuse many cases?—There are many cases that are not suitable for the sanatorium; but I ought to tell you that we lay down certain conditions for the admission of our patients which militate against cases being sent in by us very early. Of course the whole of the institution, you understand, is for early cases, and if I may read to you the conditions under which we send in cases you will understand, I think, how it is that our cases are not sent in at quite such an early stage as the rest of the cases from the city. These cases must have been notified to the medical officer of health under the scheme of the voluntary notification of phthisis. The patient must be in the early stage of the disease, but already infective, as shown by the presence of tubercular bacilli in the sputum. The physicians of the Consumption Hospital must be satisfied that the case is suitable for admission to the sanatorium in regard to the stage which the disease has reached; it must not be too advanced. The patient must come from a crowded house, or must in some way be decidedly dangerous to the householder. As a matter of fact, it is expected that the patient should come from an artisan dwelling fairly crowded, that is to say, we try to extract the utmost use we can in the way of prevention from the privilege.

Question of adequacy of existing sanatorium or phthisis. 38530. Even under those conditions, one would expect you would get quite a large number of applications?—No, I do not know that you would. These conditions are very limiting.

38531. Have you to refuse any case because you have not beds, or because they do not come up to these conditions?—I think it has happened that our beds have been full, but as a matter of fact I do not think any case of a suitable nature would be refused that we sent to them. [The witness subsequently replied as follows:—Many cases have not been recommended because they did not fulfil our conditions. It is our custom to examine all cases medically before recommending them to the sanatorium. But we do not ourselves—usually—reject on account of the stage of the disease. Many cases have been rejected, however, by the physicians of the Consumption Hospital, on that account.]

Question of moral effect of free public medical relief. 38532. In Paragraph 61, which is as to the conditions upon which people might be relieved, you say one of them is: "To improve the moral fibre of the people and put them in the way of improving their own physique, securing their own health, and ameliorating their own lot." If medical relief were granted as you say you would grant

it, providing you were starting *de novo*, and all institutional relief of a medical kind would come under the health authority, do you think that would tend to strengthen the moral fibre?—I do not see why it should not. As a matter of fact, under existing conditions relief is practically given for nothing. The people make no return for the gratuitous relief which is given to them, and I consider that most people can pay something; if they cannot pay in money they can pay in care and trouble in carrying out instructions, in seeing to the cleanliness of the home, and in taking those measures of precaution which the public authority considers advisable, in looking to the welfare of the children, and in seeing that the children are properly clothed. I think a good deal might be got back from people which is not got at present under the existing system of relief.

38533. (Mrs. Webb.) You would say the active co-operation in his own cure, and giving up bad habits was some return?—Yes, but then I do not know how far it would be possible to induce people to give up their habits; you could insist upon certain things being carried out which would be, at any rate, a return to some extent for relief, and to some extent, I think, give self-respect to the people. They would feel that they were paying you back, in a certain way which was beneficial to the public, for the money you were giving them.

38534. (Mr. Bentham.) But repayment is made now for treatment in sickness under the Poor Law?—Yes, I propose repayment in a different manner where people cannot pay. I think it would be quite possible to obtain back, in manner beneficial to the people themselves and to their neighbours, a return for the public money expended upon them.

38535. By their improved condition of living?—Yes, that is my conviction.

38536. You think a more moral influence could be brought to bear upon the people by treating them in time of sickness in this way rather than under the Poor Law; is that your point?—I think I have not made any reflections upon the Poor Law system; I have not compared it. The only answer I think which I have made which seemed to reflect, I do not think it does really reflect, upon the Poor Law, was that the people themselves do not like going into the union hospitals, and that they do not like getting relief; indeed, there is even an excess of the idea of pauperisation altogether; there are people who do not like to get relief from general hospitals, who prefer to pay; they think they ought to pay their way; so that I do not see that in giving that answer I have in any way reflected upon the operation of the Poor Law. As a matter of fact, I believe that the people do consider that they are pauperised. I think there are two elements, if I might illustrate the case from the poor of Berlin in the account which the municipality give of their operations. They give a very large amount of relief to the very poorest through what they call *Die Armen Pfleger*, and these people inquire into all the circumstances, and then they give the relief; but in addition to that there is a very large number of what they call *Die Verschämte Armen*, who are relieved not publicly in that manner, but who receive relief from other sources, from foundations, and various other sources in that way. I only give that illustration to show that there is a feeling about so-called pauperisation. [The witness subsequently replied as follows:—The aversion which many poor people have to medical relief is chiefly owing to the fear of having to go into hospital. It does not arise from any dissatisfaction with the treatment received in the union Hospitals. Partly it is due to a feeling of independence, partly to the idea that they will be "pauperised" in the eyes of their neighbours, partly it is due to dislike of the associations entailed. Those who have been in hospital usually speak well of it.]

38537. If you remove that feeling of pauperisation, and take away all stigma or deterrent items from the Poor Law, it would rather encourage people to avail themselves of treatment, would it not? Is that your object?—No, I think there is a danger in that. I am quite free to admit that I should regard that as a great danger if that was likely to be the effect of any measures that were taken.

38538. If that were the effect, you would say it would weaken the moral fibre, would you?—Yes, I would, if that were the effect. But what was the condition? I

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Mr. J. Niven. admit that I find it very difficult to arrive at a clear conclusion upon certain points, but under the existing circumstances, not only in this country, but probably in other countries, and under different administrations, in the case of respectable people who object to public relief, you have them starving at home, and you have, of course, others who are under greater privation who are driven to their last resources who would come to the Poor Law to receive relief, and many who are not driven to their last resource; what I feel is that the people who need assistance do not to a sufficient extent receive it, as is shown by these inquiries into phthisis. [The witness subsequently added the following explanation:—By starving was meant undergoing privation as is clear from the context.]

Inadequacy of existing facilities for medical relief.

Proposed League of Help in Manchester.

Need of increased facilities for relief of phthisis.

Proposed increase of powers to deal with families of consumptives

38539. You mean they do not apply for it as early as they might do?—They do not get the assistance; they remain in a state of partial, I do not know what is the word to use, perhaps "privation."

38540. You do not mean when they have already been relieved by the guardians, but people who refuse to make application to the guardians?—People who refuse.

38541. How would you meet those cases?—It is a very difficult thing. I may tell you at present in Manchester they are considering the establishment of a league of help, which is to consist of a very large number of people who are to make themselves responsible for a limited number of poor persons, to inquire into the circumstances, and to make that necessary distinction to find out who are people who ought properly to receive assistance and who do not seek it, and at the same time to make inquiries as to people who are receiving assistance and who do not deserve it. They do not propose the Elberfeld system; they do not propose that their members shall give assistance, but that they shall refer the persons in their opinion requiring assistance to the proper source. Of course there is always the remnant difficulty that if you do that work effectually you are to some extent breaking down the barrier of independence. It is a choice, of course, and undoubtedly the extension of relief to poor persons judiciously will require great discrimination and very careful working out. I quite see that that is so, but at the same time, looking, as I must do, because I do not know all the circumstances in other cases, to the circumstances of consumption, I am satisfied that with regard to that disease, at all events, more assistance may profitably be given.

38542. In Paragraph 78 you give a very interesting case which in my experience is very common, that is, where a parent may be removed to a sanatorium suffering from consumption or sent to a hospital for other treatment, where the remaining parent is probably a drinker and the children are not being brought up in the way which it is desired; the difficulty comes in intreating a family like that. Would you advocate power to remove the whole family; to take them out of the undesirable conditions under which they are living?—That is to say, after giving the case a trial, do you mean, because I suggest in the first place a trial may be given before you abandon all attempts to deal with the situation. That is all the suggestion I make in these paragraphs. I do not suggest continuing to give relief in such cases.

38543. You say: "There are, however, no means devisable by which the unfit and children of the unfit can be kept protected." There is both the family and the community to be considered, still there are no means at the present time of removing a seat of infection of this kind. Would you advocate additional power to remove in cases of this kind?—You mean to remove the whole family?

38544. Yes?—To put the mother under restraint and remove the family?

38545. To put the parent under proper care and remove the family in the interests of the family and in the interests of the community?—Yes, I think that should be done.

38546. (*Miss Hill.*) Are the working men of Manchester, through their friendly societies or in any other way, endeavouring to meet this question of phthisis?—They have taken no specific action, hitherto, to that effect. Of course it is right to say that the public provision for phthisis in Manchester is comparatively great.

38547. So that they have not been so much driven into making some arrangement as they have in other places?—Quite so.

38548. The pressure has not been so great?—That is so. But great as is the provision, it is not adequate. The provision in the Crumpsall Workhouse is 204 beds, in the Withington Union Hospital, 129; in Prestwich, twelve; in the Crossley Sanatorium about 100; in the Bowden Sanatorium, fifty; and there are thirty-two beds under my care. Then there is the Home of Peace for advanced cases maintained by Mr. Crossley, which has twenty-five beds more. Therefore, the provision is very considerable, in fact I should think undoubtedly there is more provision for consumptives with us than elsewhere, and yet it is not adequate.

38549. I think you would recognise that it is very important that whatever public provision is made, it should, as far as possible, not paralyse the efforts of independent people for taking this matter up. In other parts of England, the working people have had great meetings and made attempts in connection with this question, have they not?—The subject has been very much discussed as to whether friendly societies shall erect hospitals, but they do not seem as if they would readily do so.

The question of making further provision for phthisis by voluntary effort.

38550. They are very expensive things of course?—They are—very expensive. I should be only too delighted to see voluntary efforts of that kind made, but I do not think they would make the kind of provision which I think the public authority should make. The public authority needs to make provision for the more advanced cases which are infectious. The provision which those societies would make would be for the early curative cases. That is not the want which we feel; the want which we feel is of treatment, of help, and of some additional hospital accommodation, at all events for the more advanced cases. Other serious diseases are taken into the general hospitals, but this great amount of general hospital provision which is made for the Manchester poor people does not apply to phthisis. They do not take cases of phthisis into the general hospitals, so that these poor people have to go to the union hospitals. I have already said that a great many people do not wish to go to the union hospitals, but, at the same time, those hospitals are, I understand, full in the winter time.

Need of further provision by the sanitary authorities for phthisis cases and unlikelihood of adequate provision by charity.

38551. In reference to this additional help which you think might be rendered to the family at home in order to get greater nourishment, do you look to that being provided by charitable agencies?—No; I am afraid that the drain upon charity is so great already. May I mention that a very large sum of charitable money has been raised in Manchester in connection with consumption? I am afraid that it will require a direct appeal to the working classes themselves if any more is to be raised.

38552. Then you do not think it should come from the Poor Law?—I think not.

38553. You propose a third body for the administering of what is practically relief in the homes?—Yes. The sanitary authority does already, in a way, administer relief; they have hospitals.

38554. But it is not domiciliary relief?—In a way they have done that, because the sanitary authority pay doctors for attending those cases which were originally attended by midwives.

38555. Still there is a distinction between medical relief and the provision of food, is there not?—Yes, there is.

38556. They have no inquiry agents, have they, at present?—You see we want something back for this money. As I mentioned before, I do not wish it to be simply and absolutely gratuitous—I should like to put conditions upon it. For instance, if you have got a man at home whose presence is an impoverishing influence and who is not a suitable man to be treated at home, I should make it a condition of relief that he should go to the hospital during the time that the relief was afforded. Then, I should also make it a condition that the precautions considered necessary by the sanitary authority should be strictly carried out, and also that the other precautions which I mentioned, in the way of attending the children and keeping them in good order, should be carried out. If money comes through other channels than the sanitary authority it would not be so easy to get that carried out; nor would cases be reported so soon as they would be if they came through the channel of the sanitary authority.

The suggested public benefit from increased relief of consumptives and their families by the sanitary authority.

38557. At the same time all those things which you have enumerated are really for the benefit of the family

Large provision for phthisis cases in Manchester and yet inadequate.

themselves, so that you would not call it exactly a return, would you?—But it benefits other people also.

38558. That is so with all things, is it not?—Yes, that is so; but if you cannot get the public benefited without that, it would be a good thing to get as much as you can for your money, I think. We wish to prevent consumption, and we consider that badly nourished persons in the presence of a consumptive are more liable to be attacked than properly nourished persons. We wish to bring those persons up to the standard level of nourishment so that they can resist disease, and we think we may as well do the other things at the same time and get all these benefits conferred upon the family.

38559. I see the motive, but at the same time it is bringing in a new relieving agency so far as food and money are concerned?—I think it would be best done through that channel, though I do not stand absolutely by that. It ought to be given in connection with the notification of phthisis, I think.

Treatment of phthisis and small-pox in the same hospital. 38560. (*Dr. Downes.*) In paragraph 38 you say you treat phthisical patients at the Clayton small-pox hospital; does that mean that you treat those two diseases simultaneously there?—As a matter of fact we do not do so—not in the same wards.

38561. Is it done within the same curtilage?—It is a pretty large area, and we have some cottages at the extreme limit of our hospital area.

38562. Do you vaccinate the phthisical patients?—We do.

38563. And that is how you are enabled to do it?—Quite so. I should not hesitate to treat the two within the same curtilage, and in fact, we have had odd cases of small-pox.

38564. With the protection of vaccination?—Certainly.

38565. You would not do it without, would you?—I should not do it without. As a matter of fact we started by requiring every visitor also to be re-vaccinated. Supposing an odd case of small-pox turns up, we require every visitor to the patients also to be re-vaccinated.

38566. In Appendix No. VI. (D), you give a statement of the expenditure of various institutions; are those institutions of the town council? For instance, there are the Monsall Hospital and the Clayton Hospital; those are infectious hospitals, I think?—Yes.

38567. Does the Delamere Sanatorium belong to the town council?—That means the twenty beds which we have allocated to us at a guinea a week.

38568. Then that is not your institution?—That is not our institution.

38569. Is the Withington Hospital?—That is a hospital which is not in actual use, but which was erected hurriedly in an outbreak of small-pox. You see the charge for that is trifling.

38570. Then the Baguley Sanatorium; what is that?—That is a fever hospital, which until lately was under the Withington District Council, but which has been transferred to the sanitary committee of Manchester.

38571. Is that an infectious hospital?—It is an infectious hospital.

38572. Then the Newall Green Hospital; is that an infectious hospital also?—That is a hospital which was erected also by the Withington District Council for the treatment of small-pox. That is a temporary wooden hospital.

38573. In paragraph 42 you speak of arrangements for paying the fees of medical practitioners under Rule E. 17 of the Central Midwives Board; out of what fund are the council able to pay those?—Out of the sanitary fund. It is by special permission of the Local Government Board. The Local Government Board were applied to, and gave a sanction to the payment of such fees in the case of poor persons.

38574. Has that sanction to be obtained every year?—No, not every year. There is a general sanction to pay these fees.

38575. Do you know on what authority it was sanctioned?—It was under the Public Health Act, 1875.

38576. (*Sir Samuel Provis.*) By Sec. 133, is it?—Yes, *Mr. J. Niven.* it is.

38577. (*Dr. Downes.*) That would be applicable to the whole country, would it not?—It could be made applicable to the whole country. Apparently it is necessary to apply to the Local Government Board for sanction; but that sanction is applicable, as you say.

38578. Has that arrangement worked satisfactorily?—Yes. All the applications for payment of the fee are sent in to the Central Midwives Supervising Committee, and each application is considered by itself, whether it comes under the rule and under the precise conditions under which they have determined to pay, and in fact, whether all the conditions are complied with.

38579. Do you consider that it meets a difficulty that has been found under that Act?—Of course it is very difficult to answer a question like that. The number of payments is not quite so great as one would have anticipated; but I should say, Yes, it is calculated to meet the difficulties. We have drawn up a scale which is probably a liberal one.

38580. I was going to ask you about that. How did you draw it up? Did you do so in consultation with the medical profession, or how?—We have a medical sub-committee of this supervising committee which sits upon questions of this kind, and this scale was drawn up in consultation by the medical sub-committee.

38581. Is your scale accepted by the medical profession generally in Manchester; they have not questioned it; have they?—They cannot.

38582. Have they expressed any dissatisfaction?—They have not expressed any dissatisfaction generally. There have been odd expressions of dissatisfaction, but there has been no general expression of dissatisfaction.

38583. I think you told us that you had made some Enquiry as to inquiry into the conditions of nutrition in Manchester, nutrition of and that you have a report on the subject?—I gave the poorer evidence on certain limited areas before the special Committee on Physical Deterioration and the facts are in the Report of that Committee so far as the inquiry is concerned. What I was alluding to was a lecture which I gave at the Victoria University, which deals with the abstract principles, that is, with the amounts on which a diet upon the Atwater scale can be given, with the general considerations on food and so on. That is what I was proposing to send you. The facts as regards the actual conditions of the population for limited areas are given in an appendix to the Report of the Committee on Physical Deterioration.

38584. Did you make any inquiries into the actual amount of food consumed by various classes in Manchester? Have you got any facts as to that which you can place before us?—No, I cannot say that I have. We took very limited areas; they were very poor areas, and the idea was to see how far portions of the population were under the limits of a living wage, or were not receiving money sufficient to support them in proper physical condition. You may remember that the Atwater scale gives a certain proportion according to age, '1 for a man, '8 for a woman, '8 for a boy of 14 to 16, and so on. I calculated out upon that scale, supposing the scale applied, how much money should be available for the head of the household.

38585. You took the Atwater scale as an assumption?—I took that ratio as an assumption, and then I calculated out how much would go to the head of the household. I also made out dietaries, showing the cheapest rate at which the amount of proteid, fat, and carbohydrates could be given with the different articles of food. That is in the lecture.

38586. You are aware that the Atwater scale has been criticised, are you not?—Yes, I am aware of that. I know that Chittenden has made a number of observations on the subject.

38587. Chittenden's view being that a reduction was possible?—That the amount of proteid was in excess of what is necessary. I am aware of that. I think, however, that such conclusions should be received with some caution until the experiments have been adequately repeated.

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Character of various hospitals in Manchester.

The payment by the sanitary authority of fees for doctors called in by midwives and scale of such fees

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Comparison
between
nutrition of
Lancashire
operatives and
agricultural
labourers.

38588. Do you think the Lancashire operatives as a class are badly nourished?—That the Lancashire operative is insufficiently fed, no; but a large proportion are badly nourished, because they do not know the best kinds of food to use, and their conditions of life render digestion not so good. It is very evident that, living under the conditions of life in Manchester, a man would not be able easily to digest the food which he would if he were living in the country, carrying on physical exercise and breathing freely in the open clear air, his senses stimulated agreeably by his surroundings, and his nervous system free from the strain of industrial occupations.

38589. May we take it that the Lancashire operatives as a class spend more on food than the agricultural labourers of this country as a rule do?—Yes, much more.

38590. Which do you consider the better nourished, the agricultural labourer or the Lancashire operative?—That is not a very easy question to answer. The Lancashire operative of course has a very different kind of work to do. Suppose you take a man who is attending to a mule. He has got to run about in a very active fashion, and he has got to use his fingers nimbly, and one has to consider the vital processes, the work of the brain, and how all that is to be sustained. It is not merely a question what a man looks like and how big he is. All that means active internal processes going on. A man may be well nourished for purposes of agriculture and yet he might be very insufficiently nourished and quite unfitted for the different work of the Lancashire operative. I think that is a thing which must also be taken into account. When one considers whether the Lancashire operative is well nourished, one I think has also to consider, not whether he is of the same physical stature, but whether the work itself is not selective of stature, whether, that is to say, a small man with a big head and quick processes is not the person who is required for working in those delicate manipulations, and whether he has not been in a few generations selected by a process of natural selection, as it were, for that particular work. A small man, that is to say, a man of small stature, is not necessarily the least valuable. I think there is a process of selection of smallness of stature, at all events in some occupations.

38591. What would you say about the families of your operatives? Would you consider that they get in Lancashire a fair amount of food as compared with the families of agricultural labourers?—Undoubtedly, on the average. I was only considering the case of the very poor, and a certain proportion of them are badly nourished.

More phthisis
amongst
Lancashire
operatives
than amongst
agricultural
labourers.

38592. The incidence of phthisis, that is of pulmonary tuberculosis, on Lancashire is on the average in excess of the incidence on agricultural communities, is it not?—Yes, that is so; but then of course the Lancashire operative is exposed to a great many conditions in Manchester which he is not exposed to in the country.

Need to
improve
nutrition of
children in
Manchester.

38593. That rather brings me to my point, how far the words "low state of nutrition" are to be taken as meaning an insufficiency of food or, to use your Lancashire word, clemming?—Might I point out that that remark about the various conditions does not apply to the children altogether?—There is a very large proportion of public-houses in Manchester, but the children one wishes to protect do not go to the public-houses. There is, in Manchester, a large number of rag-sorters, and of other people in inferior occupations, and the children of those people would not be exposed to all the unfavourable conditions which their parents undergo. So that the conditions might be otherwise produced, and yet it might be desirable to raise the nutrition of the children so as to avert infection from them and render them less liable to it.

Proportion
of phthisis
cases in
Manchester
suffering
privation.

38594. My point is how far you consider the Lancashire operatives or the Manchester operatives, if you like, suffer from want of food?—I think that question can only be answered by reference to particular cases that I have had investigated. That investigation has convinced me, that, if we assume there are 3,000 cases of phthisis in Manchester we may assume that in about 400 instances there is privation. That would be the amount which I would put it at.

38595. Did you arrive at the cause of the privation in those cases?—The chief cause is the presence of consumption in the head of the family, which has disabled him.

38596. Then it is a vicious circle, and the consumption has caused the want of food; is that so, or is it the want of food that has led to the consumption?—I quite admit that there are other forces which produce consumption in the head of the family. There is exposure to infection and the public-house. Then there is always the influence of the occupation. There are various causes of that description. Nevertheless, whatever be the way in which the head of the family contracted consumption, it is true all the same when he gets consumption that privation is introduced into the family in certain instances—not in all instances, but in some cases.

38597. Have you got any return of the deaths from starvation in Manchester?—No, and I have not heard of cases.

38598. Do you watch the inquests for such cases?—Deaths from I do not remember any deaths from starvation coming to my knowledge. starvation in Manchester

38599. May I take it that they are not numerous in Manchester then?—Yes, certainly.

38600. You do not remember any, you say?—I do not remember any.

38601. In Paragraph 95 (4) you speak of information as to new cases of sickness; do you ever make any use of the Poor Law medical relief registers as records of sickness?—No. I was not aware, I am sorry to say, that those were available.

38602. In London they are available to the medical officer of health?—I was aware that the Local Government Board had given instructions that any outbreak of disease coming under the notice of the Poor Law authorities should be brought to the notice of the sanitary authority, but I should have thought that that had rather fallen into disuse.

38603. The Dispensary Orders of the Local Government Board often contain a clause that the register shall be open to the inspection of the medical officer of health during the hours of 10 to 4. That has been in a number of Dispensary Orders, and I did not know whether it was so in Manchester?—I was not aware that such a source of inquiry was open, but I do not think that would quite meet what I want. I think it would be necessary that sickness should be definitely reported to the sanitary office. Of course you could send messengers, but it is really a question of having the records in the office and of being able to compare them.

38604. Would you have all new cases of sickness, or would you select certain diseases?—I think all sickness should be reported.

38605. Have you considered what payment should be made, if any?—No. If, as I propose, the district medical officer is to be a salaried officer, no payment would be requisite.

38606. Is it contingent on that arrangement?—No, not at all; but I have not considered what payment should be made if that arrangement were not arrived at.

38607. (Mr. Gardiner.) Have you any statement you would wish to make about the compulsory detention in, or removal of certain cases of sickness to workhouse infirmaries?—Do you mean infectious cases?

38608. No, contagious cases perhaps, but not infectious cases necessarily?—Assuming that the union hospitals are conducted as at present?

38609. In either case, but assume that they are conducted as at present if you like?—I think it is most desirable, in fact it is necessary almost, that those cases should not be in the general wards of the hospital.

38610. What about the compulsory removal in the case of sickness of any man, say of an aged person who is unable to take care of himself? Would you have him compulsorily removed to the union hospital?—We have quite left the other question.

38611. (Chairman.) There is a certain class of cases that you would like to keep until they are cured, of course?—Yes; quite away from the other patients.

Proposal
that district
medical
officers
should notify
cases of
sickness to
medical
officer of
health and
question of
accessibility
of Poor Law
medical relief
registers.

Undesir-
ability of
treating
contagious
cases in
general wards
of hospitals.

38612. Then I think Mr. Gardiner had in mind the case of old people whom he would like to have removed if their surroundings were unhealthy?—Do you mean old sick people, or sick people of any sort?

38613. (*Mr. Gardiner.*) Old sick people say?—That seems to me entirely contingent upon the circumstances of the family. If they are well cared for at home I do not see why you should wish to remove them from their own homes, that is to say, if you are satisfied that they will be well attended to and cared for. But unless you are satisfied as to that, then surely I think it would be much better to remove them to a public institution.

38614. And the same considerations, of course, would apply to detention in a public institution?—Quite so.

38615. (*Mrs. Bosanquet.*) Is there any public mortuary in Manchester?—Yes.

38616. Is there one in every district, do you know?—I do not know the exact number of the public mortuaries.

38617. Do the public use them?—Yes, they are used for inquests.

38618. I did not mean quite that, I meant did they use them during the period between death and funeral? So often deaths take place in crowded homes; is there any means for the removal of the bodies in such cases into the public mortuaries?—I do not think the public mortuaries are used very much for that purpose, except that supposing one learned of a body being kept too long in a house, one would order that into a public mortuary. The people themselves do not use the mortuaries voluntarily for that purpose.

38619. Do you think it would be desirable to do so in the very poor quarters?—Yes, I think it would be, if they could be induced to do so.

38620. (*Sir Samuel Provis.*) With regard to the registration of births and deaths, do you think it makes much difference whether the town council were the registration

authority or the guardians?—Really I have not considered the question, and I do not see that it matters very much. *Mr. J. Niven*
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38621. I thought you suggested that the powers of the guardians with regard to registration should be transferred to the sanitary authority?—I think not. I believe I was asked a question on that subject, but I have not made any suggestion on the subject. What I answered, I think, was that we had found no practical inconvenience under the present system.

38622. Practically it makes no difference as to which is the registration authority, providing you get returns relating to the borough?—Precisely. I give that answer subject, of course, to a reservation as to the period in which the registration should occur.

38623. That is a different point, is it not?—With that reservation, I see no difference that would be introduced by transferring it to the sanitary authority.

38624. Then, taking your point about the district medical officers being assistant medical officers of health, do you attach importance to there being a medical officer of health for the district and to not making the district medical officers themselves medical officers of health for their own district?—Assuredly public business could not be transacted without that. There are many questions of plans of public utility, of statistics, of public schemes of various descriptions which a medical officer has to consider; in fact it will increase the work of the medical officer of health of the area to have these district medical offices established. *Proposal for making district medical officers assistant officers of health under supervision of medical officer of health.*

38625. Applying that in rural districts?—I do not wish to make that suggestion in reference to rural districts.

38626. Therefore the suggestion you make here is limited to large places?—Is limited to urban districts with a population of 30,000 and upwards.

Mr. WILLIAM NAYLOR BARLOW, M.R.C.S., called; and Examined.

38627. (*Chairman.*) You are medical officer of health for the County Borough of Bootle, I understand?—Yes

38628. What is the population of Bootle?—68,000.

38629. Is it a poor population, do you think?—Very largely; mainly a working class population.

38630. Are there many men employed in the docks?—There are a great many.

38631. I think you have made out a statement for us which we may take as your evidence-in-chief?—Yes. (*The Witness handed in the following Statement.*)

The Extent of Medical Relief already given by Municipalities.

1. I do not propose to limit the term "medical relief" absolutely to the giving of advice and medicine by a medical man, but to include in it all the measures which have been taken by different municipalities with the idea of limiting infant mortality. In this wide sense medical relief is given by municipalities as follows:—

(a) The treatment of infectious fevers in corporation hospitals.

(b) The provision of shelters where poor families are taken while their homes are being disinfected after the occurrence of infectious disease therein. While in the shelter the individuals are fed, clothed, and if necessary, receive medical attention.

(c) The supply of sterilized milk.

(d) The giving, free of charge, of boat-shaped feeding bottles and teats in order to discourage the use of long tube bottles.

(e) The appointment of lady health visitors, who give what is really medical advice in some instances, e.g., when visiting such cases as itch, ringworm, whooping cough, measles, mumps, etc. I am not clear that this system of tendering medical relief by semi-qualified persons is the best possible, but, as things are at present, it is all that can be done.

(f) The provision of sanatoria for consumptives.

The amount of Overlapping in the giving of Medical Relief by different Institutions, Societies, and Authorities. *Mr. W. N. Barlow, M.R.C.S.*

2. No doubt there is a good deal of overlapping in the giving of medical relief. *28 Jan. 1907.*

3. In the poorest districts of some towns visiting dispensaries have been established, that is, dispensaries in which doctors resident at the dispensary give advice there and also visit at the homes of the patients. At the same time there is a parish doctor in the neighbourhood, most of whose work is done by the dispensary doctors. *Overlapping between various agencies for medical assistance of the poor.*

4. Again, in districts in which are situated large general hospitals, with out-patient departments, the work in them overlaps with that of the parish doctor and renders the parish doctor in that district less necessary.

5. There is one class of disease for which, in my opinion, no adequate provision is made. I refer to the so-called ('minor infectious diseases,') such as measles and whooping cough, which cause so many infant deaths every year. It is mainly among the very poor that these diseases are so deadly, and that because of the inadequate attention they receive. These cases, of course, cannot be admitted to the general hospital because of their infectious nature, for the same reason they are not visited by the district nurses, they are not taken into the workhouse hospitals, and very few of them are seen by the parish doctor. In fact the majority of these cases are dependent upon such advice as the lady health visitors can give, and great advantages would accrue to the public health if these individuals could send medical assistance when needed to supplement their efforts. *Inadequate provision for minor infectious infantile diseases and resultant evils.*

6. I am strongly of opinion that this lack of medical attention not only causes many deaths of young children but tends to the degeneration of the race, e.g., neglected measles may result in blindness or deafness, and is a frequent forerunner of consumption.

Defects and Anomalies in the Existing System of giving Poor Law and Medical Relief.

7. The first glaring anomaly is that boards of guardians have control of the whole machinery of vaccination. The

Mr. W. N. Barlow,
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Desirability of transferring vaccination work and registration of births and deaths to sanitary authority.

Inaccessibility of Poor Law medical relief indicated by large number of uncertified deaths.

Inaccessibility of Poor Law medical relief in midwifery cases.

Insufficient publicity of names and addresses of relieving officers and district medical officers.

Objections to district medical officers being "whole-timers."

object of vaccination of course is to prevent smallpox, an infectious disease. The prevention of infectious disease is the first duty of a medical officer of health. He already seeks out cases of small pox, traces and keeps under supervision the contacts, disinfects the houses and clothing, in short, he does everything in connection with the prevention of this infectious disease except the most important thing of all, namely, vaccinate.

8. The vaccination officer and the public vaccinator are both servants of the guardians. The health committee of a municipality has no control over either. The medical officer of health can send a list of smallpox contacts to be vaccinated by the public vaccinator, and the latter can please himself when he does the work. He may be a busy practitioner, and he may get the list at a very busy time. He may thus be unable to perform the whole of the necessary vaccinations for three or four days, with the result that smallpox spreads.

9. All the vaccination returns go to the Poor Law Authority, and the person to whom they are of most use, in fact, the only person to whom they are of any use, namely, the medical officer of health, never sees them.

10 The health committee of this corporation have on two occasions passed resolutions advocating the transfer of the vaccination machinery from the Poor Law Authority to the Municipal Authority, and the resolutions have been forwarded to the Local Government Board.

11. I am of opinion, too, that the registration of births and deaths ought to be similarly transferred, but as this question hardly comes within the scope of the enquiry I will offer no comments on it except to say that if vaccination is to be transferred the transfer of the births and deaths must almost of necessity follow.

12. With regard to the actual outdoor Poor Law medical relief work performed, I may say that, generally speaking, the parish doctor is never available for an emergency case. The parish doctor visits the case only on an order from the relieving officer. This last official has office hours, usually from 9 to 11 a.m., the rest of the day is spent in making various enquiries. A pauper, therefore, being taken suddenly ill at twelve o'clock may not be able to see the relieving officer before next morning, the necessary enquiries into his case will then not be made until perhaps the afternoon of that day, and the doctor may not see the patient until the day after that, that is, two, days after the beginning of the illness, when, perchance, the necessity for the doctor's visit has departed.

13. The large number of uncertified deaths, i.e., deaths of persons who have not been visited by a doctor, to my mind certainly tends to corroborate my view that Poor Law medical assistance for emergencies is too difficult to obtain, since in my experience the majority of these uncertified deaths occurs in the class of society which would be most likely to call for Poor Law medical relief.

14. Again, under the Midwives Act, 1901, midwives must send for medical aid under certain circumstances. Many of the cases attended by midwives are practically paupers, although technically they are not in that they are not in receipt of parish relief, and the medical man who ought to attend these is the parish doctor, but he is just the man who never does attend, although presumably he is paid for his medical attention on such poor people, and for the same reason as just given, viz., that for emergency cases (and all these are emergency cases), it is out of the question to obtain an order from the relieving officer in time. If the parish doctor did attend he would do so as a private practitioner, and if he succeeded in extracting any money out of the patient—an unlikely event—he would in reality have been paid twice for his work, viz., by the guardians in addition to the fee from the patient.

15. Another defect is, that the names and addresses of the relieving officers and the name of the doctors for particular districts of large towns are not sufficiently widely known, and very often the division of a district cuts through a street, for instance, No. 14 may be in one parish doctor's district, and No. 16 in another parish doctor's district. One can imagine much confusion arising from this, and perhaps a good deal of delay.

16. Again, in many instances the parish doctor appointed is a man in large practice sometimes holding other public appointments, and it is not in the nature of things that he would give his best efforts to parish patients under these conditions.

17. Another serious objection to the present system is that a great many people object to a visit from the parish doctor as a parish doctor, and often they will pay 6d. or 1s. (which they cannot afford), to another doctor, rather than go to him, or they will travel a long distance to the out-patient department of a hospital rather than go to the parish doctor. I do not know why this should be so, since they are both forms of free medical relief, but nevertheless it is so in my experience.

Suggested Reforms.

18. In my opinion the remedies lie in the abolition of the parish doctor and in the establishment of dispensaries on the same lines as those in Liverpool, with the exception that the money should be provided out of the rates.

19. The doctors appointed should be whole time officers.

20. Whether these dispensaries should be managed by the board of guardians or by a committee of the town council does not matter much from one point of view, since the money in each case comes out of the pockets of the ratepayers, as of course the cost of Poor Law medical relief does at present, but bearing in mind the objection above-mentioned as to seeking Poor Law, medical relief, the management might preferably be undertaken by the municipality, perhaps under the supervision of the medical officer of health.

21. The establishment of these municipal dispensaries will supply a need already felt, but which will be more acutely felt when there is a regular medical inspection of school children as proposed by the Education Bill now under discussion in Parliament. One of the results of this medical inspection will be the discovery of very many more of those cases of sickness which require medical relief and which at present obtain none. Those parents who cannot afford to pay for medical advice could be referred by the school attendance officer and lady health visitors to the municipal dispensary doctors.

22. One thing, however, is very necessary, namely, the channels by which medical relief is granted should be further more numerous than at present. In addition to the relief officer, I would suggest lady health visitors would be suitable persons to authorise visits from the doctor, and it is also of importance, since the need of medical advice is not confined to a few hours per day, that someone empowered to grant free medical relief should be always available, so that emergency cases could be dealt with.

23. These remedies apply to large towns only. I have no personal experience with the conditions prevailing in the country districts.

24. I may perhaps add that my remarks do not exclusively refer to the district in which I am at present located.

38632. (*Chairman.*) I see that your borough has passed resolutions in favour of the Vaccination Returns and the machinery of vaccination being placed under the municipal authorities; and also the registration of births and deaths?—Yes.

38633. In the first part of your statement you enumerate various methods of assistance of a certain medical character which is given by municipalities. Has the municipality of Bootle ever paid fees to doctors for any operations, such as attending women in childbirth or anything of that kind?—No, they have not.

38634. Has the work of the health department much increased in the last few years; have you taken on fresh duties?—The Midwives Act has thrown some fresh duties on us, and the work in connection with the public elementary schools—that is, the visitation of children suffering from diseases—has largely developed in the last few years.

38635. Is the medical inspection of the children done by you or one of your officers?—The medical inspection of the children is not systematically carried on at present in Bootle; but the school teachers are very much more ready now to send in to me notifications of sickness occurring amongst children attending their schools.

38636. You do not regularly inspect the children, then?—No, not at present. A medical officer has not yet been appointed for that purpose.

38637. You have a strong opinion as regards the minor infectious diseases, I see. As I understand at present there is a difficulty in dealing with those diseases because they will not be admitted into a general hospital and they are not taken, you say, to the workhouses, and still they are difficult to deal with in their own homes on account of their infectious nature?—That is so.

Deterrance of Poor Law medical relief.

Proposed abolition of district medical officer and substitution of municipal dispensaries

Utilisation of inspection of children under Education Acts as a means of detecting illness.

Need for further provision of medical relief, e.g. health visitors.

Desirability of transferring vaccination work and registration of births and deaths to sanitary authority.

Increased scope of medical officer of health's work.

Medical inspection of school children at notification by teachers sickness

among children.

Inadequate provision for minor infectious infantile diseases and resultant evils.

38638. What would your suggestion be?—Would it be to bring them under the Infectious Diseases Notification Act?—No, I should still continue to treat them at their own homes. My point is not that they are difficult to deal with in their own homes, but that at present the majority of them are not medically treated at all. They depend largely upon the advice which is given to them by lady health visitors, which is of course not medical advice.

38639. What sort of machinery would you propose in order to deal more effectively with these cases?—I should like to see whole-time medical officers appointed who would attend to these cases, and act as district medical officers of health.

38640. As district medical officers of health, do you say?—As district medical officers who would give advice in hygiene.

38641. At present those officers if appointed would be under the Poor Law, I suppose?—Yes. I would propose to take the work from the parish doctor, and transfer it to the municipal doctor.

38642. At present, you are strongly of opinion that this class of illness does not receive adequate attention, and infantile mortality in consequence is increasing?—Quite so.

38643. Now as regards the Poor Law medical relief work, you have also a strong opinion that the machinery is not adapted to urgent cases?—I do not think it is, judging from my experience.

38644. Is that an opinion, do you know, which is rather generally held by health officers?—As far as I know, it is.

38645. It is not the fault either of the medical officer, or of the relieving officer, but it is due to the system which necessitates first an application to the relieving officer, and then the difficulty of finding out the medical officer?—That is so.

38646. Your suggestion, is, I think, that a health visitor might make the application for a doctor?—That is one suggestion. The only person now who is able to advise the parish doctor to attend these cases is the relieving officer. I think the number of people who could authorise the attendance of the parish doctor might be increased, that is, the channels by which free medical assistance can be given could be made more numerous.

38647. In the cases of confinements of women is there a difficulty in getting proper attendance in time?—Since the Midwives Act came into force, I have never received notification from a midwife that she has called in either of the two parish doctors in my district.

38648. Would she report to you?—Yes. Whenever she requires medical assistance, she is bound to report to me.

38649. What do you infer from that—that the medical officers have not been called in?—Medical men have been called in, but not the parish doctors.

38650. And you say that that is due to the machinery being rather cumbrous?—I should imagine so because a large number of these cases are cases which you would think would require the services of the parish doctor, for they were very poor people.

38651. What are your lady health visitors—are they volunteers?—No, they are in the employment of the corporation.

38652. How many have you?—Two.

38653. All your agency, therefore, is more or less salaried at present?—Quite so—all.

38654. Has any attempt been made to graft on to them a system of volunteers?—It has been suggested, but the volunteers have not come forward.

38655. I have no doubt that could be made to work efficiently, provided you got the proper class of volunteer?—I should very much like to have the assistance of volunteers.

38656. You speak of the advisability of establishing dispensaries on some such lines as those in Liverpool. What is the exact character of the dispensaries in Liverpool to which you refer; are they what you call the sixpenny dispensaries?—No. They are charitable institutions. There is a house in which the doctors live, and

attached to the house is an out-patient department, and the doctors attend cases at their own homes.

38657. So out-patients are treated, and the doctors make domiciliary visits?—That is so.

38658. Is it gratuitous?—Absolutely.

38659. I see you would propose that these dispensaries should be under the health authority; would that not cause a duplication, and an overlapping of medical relief, because you would have the out-medical relief from the Poor Law?—The dispensary system would be in substitution for the present system of granting out-medical relief.

38660. Your proposal therefore is to take away medical relief?—To take away the parish doctor and substitute this system.

38661. What would you do as regards the infirmaries? Would you leave them under their present control?—Yes, I think so; I do not see that it would make any difference to them.

38662. Assuming that you had these dispensaries, how would you get an order for the infirmary—because a number of cases would come up, no doubt, to the dispensaries which would necessitate hospital treatment?—They could be recommended in exactly the same way that they are now; I mean that the doctor who is attending, although he is a municipal doctor, might recommend a patient to the general hospital.

38663. I was thinking of the Poor Law infirmary, and therefore that would be one authority recommending patients for an institution under another authority. If you take the out-medical relief from the Poor Law you would still have to deal with cases which necessitate hospital treatment?—I can hardly see that any real difficulty would arise even if it were so. Each individual case would be treated on its merits.

38664. You would want the Poor Law authority to recognise the medical officers of the dispensary as their own medical officers?—It would not follow. Could not also the Poor Law infirmaries be under the municipality and taken away from the Poor Law altogether?

38665. That is what I was coming to, but I thought you were not in favour of that?—I really have not thought of that aspect of the question.

38666. It has been suggested that the whole of the medical treatment should be separated from the Poor Law; but you, in your proposals, do not go so far, I understand, and it is only out-treatment to which you allude?—That is the part with which I have particular experience.

38667. Health officers differ as to whether a combination of work (that is to say, associating the medical treatment of individuals with their sanitary work, both being under the same branch or department) would be beneficial to them in the discharge of their duties, or whether it would be detrimental. What is your view?—You mean the association of prevention with cure? As a matter of fact, I think the municipalities now have taken up, to some extent, the work of cure, too. They do it in regard to infectious disease, because fever hospitals, which are curative hospitals, are supported out of municipal rates; and they also do it in regard to infant mortality and diarrhoea.

38668. Looking at it as an abstract question it would seem that if the same authority knew of all the sickness or illness and the nature of it that prevailed in an area, it might be some clue to what were the insanitary or malarious conditions in that area?—Distinctly so. If the officer was the servant of the municipality he would get that information, and it would be reported to his chief officer.

38669. In your experience do you find that your duties as medical officer of health overlap the duties of medical officer under the Poor Law? Is there any friction between you, or do you secure harmonious co-operation?—I have very little to do with them. There is neither friction nor co-operation.

38670. Therefore, to use your own words, there must be a good deal of overlapping?—Strictly in connection with my work, there is not much overlapping. But there is a good deal of overlapping between the giving of medical relief by the general hospitals and by the Poor Law, I think.

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Barlow,
M.R.C.S.

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Attitude
of medical
profession
towards
free medical
relief.

Power of
guardians
to pay for
medical
relief given
without order
of the
relieving
officer,
especially in
midwifery
cases.

Failure of
midwives to
call in the
district
medical
officer and
causes
thereof.

The payment
of doctors
called in by
midwives.

Insufficient
publicity of
names and
addresses of
relieving
officers and
medical
officers.

38671. Are complaints prevalent among the profession as to the amount of gratuitous relief which is given by general hospitals and the Poor Law?—I have heard complaints many times.

38672. (*Sir Samuel Provis.*) With regard to the outdoor relief in medical cases of emergency, you are aware perhaps that the guardians can pay for a doctor who is called in, although there is no order of a relieving officer?—I do not know that they can.

38673. There is a provision in the statute to that effect?—They may be able to do it, but as a matter of practice I do not think they ever do.

38674. Yes, there are cases where they do?—I do not know of them.

38675. At any rate, it does not obtain in Bootle?—I do not think so.

38676. Take the midwifery cases, are you aware that there is a provision in the Act relating to those, that supposing it is a case of emergency, and the district medical officer is sent for without any order of the relieving officer, he may be paid a fee for attending by the guardians?—I did not know that. Under the Act the midwives are compelled to send to the medical officer of health a notice every time they send for medical assistance, and I have not received one notification from a midwife that she has sent for the parish medical officer.

38677. Has she dealt with the cases herself, without sending for the doctor at all?—No; she has sent for medical assistance, but she has never sent for the parish medical officer.

38678. (*Mrs. Webb.*) Who has paid for that medical assistance?—The friends of the patients; or the doctor has not been paid at all.

38679. (*Sir Samuel Provis.*) Then the case has not been one of destitution; is that so?—I do not think that necessarily follows.

38680. Do you mean that the people themselves paid the fee, or was it paid by some of their friends who were not liable to pay?—I do not know who has paid. The probability is that in a large number of cases the doctor has never been paid at all.

38681. Why did not the midwife send for the district medical officer?—I do not quite know why she did not. I presume she did not because it would take too long a time to get him.

38682. In all these cases has he lived at a distance from the house?—No.

38683. (*Mrs. Webb.*) Or did the people object to have Poor Law relief and so become paupers?—I cannot say that.

38684. It is a simple fact that you are putting before us?—It is simply the fact that every time a doctor is sent for to assist in these midwifery cases, notification comes to me. I have had perhaps some 200 notifications, and in not one single instance has the doctor who has been sent for been the Poor Law medical officer—for some reason or other for which I am not able to account.

38685. (*Sir Samuel Provis.*) You have had about 200 notifications, did you say?—Quite that number, and that is in about eighteen months.

38686. (*Mr. Bentham.*) There is no inference whatever to be drawn from that, then?—Except that a large number of the people are very poor people. This has occurred often in the poorest parts of the town.

38687. (*Mrs. Webb.*) Would it be possible to get any information as to whether those doctors have been paid or not?—I suppose it would by asking them, but there is no other way that I can see. I have been told by several doctors that they have not been paid in individual cases, and I know that they very often are not paid. Of course I have no official means of knowing whether they are paid or not.

38688. (*Sir Samuel Provis.*) Has it come within your knowledge that the district relieving officers are not known to the people?—Yes.

38689. How does that come out?—I had experience of that before I came to Bootle, when I was house-surgeon in a hospital. It is not generally known, and I found that the policemen did not know who the relieving officer for the district was.

38690. Was that a hospital in a large town that you are speaking of?—Yes, in Liverpool.

38691. Were the districts there badly divided? Did it happen that there was not a good dividing line between them?—Very often. I know of one authentic instance in which, as I have mentioned, No. 14 happened to be in one man's district and No. 16 in another man's district. Some delay arose in the treatment of a case. The wrong doctor happened to be sent for in that instance, and then they had all the trouble of going and getting the doctor for the right district.

38692. But the relieving officer would say, would he not, who was the doctor? If application were made to the relieving officer he could give an order, would he not, on the doctor stating his name?—Yes; but this was not done through the medium of the relieving officer. It was an emergency case in which the doctor was sent for.

38693. And they thought they were sending for their district medical officer, when in fact they were not doing so?—Yes, that is it.

38694. With regard to your suggestion that the vaccination business should be transferred from the guardians to the health authority, would you think that desirable unless the district was a large one?—Unless it was a large town, do you mean? Transfer of vaccination work to sanitary authority.

38695. Yes?—I can hardly give an answer to that question. I do not know the conditions that prevail apart from those of large towns.

38696. You are aware perhaps that the Commission on vaccination reported against it?—I am not aware of that.

38697. (*Mrs. Bosanquet.*) Are there any provident dispensaries in Bootle?—None; but there is a general hospital with an out-patient department. The possibility of establishing provident dispensary in Bootle.

38698. Would it be possible, do you think, to start provident dispensaries there?—It is not a very large town, and it has not a very large number of rich people resident in it. A provident dispensary by voluntary contributions, I think, would not be a great success in Bootle.

38699. I did not mean one supported by rich people, I meant a really provident dispensary on a self-supporting basis?—I could hardly give you an opinion on that. The use of public mortuaries in Bootle.

38700. Is there a public mortuary in Bootle?—Yes.

38701. Do the people use it at all except for coroner's cases?—Yes. Sometimes a person dies and the friends are too poor to bury within a reasonable time, and I have had on more than one occasion to get a magistrate's order to remove the body from the house into the mortuary to await burial.

38702. But it would not be done just as a matter of convenience in a small house?—It is not done often as a matter of routine. In exceptional instances it happens.

38703. Do you think it would be a good thing to encourage in crowded districts?—I think the people themselves would object.

38704. (*Dr. Downes.*) Why do you consider that a pauper cannot see the relieving officer except in his office hours, which you say are usually from 9 to 11 a.m.?—I do not know that he cannot see him at other times, but as a matter of practical experience he does not see him at any other time. Inaccessibility of relieving officer and medical relief.

38705. Are you speaking of any other place but Bootle when you say that?—I think it is very general all over the country. The relieving officer has his office hours between which he is supposed to be in and between which I suppose he is always in; but the remainder of the day he has other work to do, and he may not be in.

38706. You say in Paragraph 12 of your statement. "A pauper, therefore, being taken suddenly ill at 12 o'clock cannot see the relieving officer before next morning, the necessary inquiries into his case will not be made until perhaps the afternoon of that day, and the doctor may not see the patient until the day after that." Do you mean to suggest that that is a regular and common occurrence?—It is fairly common.

38707. Is it your own experience?—I ought perhaps to have said, "May not see the relieving officer," not "cannot see."

- inaccessibility of the relieving officer and of medical relief.
38708. Could you give us any instances where that has occurred within your own knowledge?—Yes, I have heard of that occurring.
38709. Could you give us the case?—No, I cannot.
38710. Or in what union it has occurred?—I cannot give you a case of my own knowledge, but I have been told of cases of that kind.
38711. I think if you say such things do happen we ought to know where they happen?—It is quite possible that they may happen without anyone being at fault, and they do frequently happen. The relieving officer is only bound to be in his office between the hours of 9 and 11, and I suppose the remainder of the day he is away making enquiries, and then when his hours are finished, he may not go near his home.
38712. May I suggest that there is no limitation in the orders of his duty to give relief such as you infer? Have you studied the orders which regulate the duties of the relieving officer?—No.
38713. (*Mr. Bentham.*) Do I understand that you suggest that your health-visitors might be empowered to call upon a Poor Law doctor without the relieving officer's orders?—Yes.
38714. And that that would meet a want which you have felt to exist?—Yes.
38715. It is probably within your knowledge that they may call in a Poor Law medical officer without a relieving officer's order in case of emergency, and that an order could be obtained from the relieving officer afterwards?—Yes, I believe that is a fact.
38716. But do you think it is not generally known?—I do not think it is.
38717. If it were more widely known would not that meet the case?—Yes, to some extent I think it would, together with increasing the number of people who can authorise free medical relief, which I think is rather an important thing. In my town there is only one relieving officer, and the people would have to go from one end of the town perhaps to the other, or as a matter of fact to the middle of it, to see the relieving officer.
38718. Is that so in Bootle, that you have only one relieving officer for the whole of the town?—Yes.
38719. In that case the medical officer could be called in and the relieving officer seen afterwards, could he not?—Yes, he could be.
38720. It is within your knowledge, probably, that any person can make application to a relieving officer for a medical order for any poor person?—Yes.
38721. It is not necessary that a relative or the persons themselves should make a personal application, is it?—No; but I presume some person interested in the patient would make the application.
38722. When it is known that people are ill, and usually someone does know it, they could make application to the Poor Law on behalf of these people?—Quite so.
38723. That would be quite as easy a process as making application to the medical officer of health for medical assistance, would it not—the one would be as difficult to obtain as the other, or the one would be as easy to obtain as the other?—Yes, that is so; but the sanitary officials, you see, go to all parts of the town every day, and they find out cases which need medical assistance, or requests can be made to them with less trouble.
38724. I was coming to that. You think they find out cases themselves. There are two health-visitors for the whole of your township; do they go from house to house, or how do they find out when people want them?—They go from house to house, and they also get into a large number of houses through cases of illness being notified from the schools.
38725. When cases of illness are notified from the schools, are they notified to you, the medical officer of health?—Yes.
38726. Are all cases of illness occurring in schools notified to you?—Not all cases, but all cases of infectious illness are.
38727. Then your statement that your health-visitors get to know the people that require medical assistance applies only to infectious cases, is that not so?—No,
- because when they get into the house they find out other cases. Their inquiry only refers, in the first place, to the children, but when they go to a house to attend to the child, they also find, in some cases, adults who are ill. They get information in that way.
38728. (*Mrs. Webb.*) I gather that you think the dispensaries are more valuable which provide domiciliary visits?—I do.
38729. Would you say that was their main value—the visiting at the homes rather than the bottle of medicine?—I do not think the bottle of medicine is of very much account.
38730. Would you regard the domiciliary visits of the attached doctors as most important?—Yes, I would most decidedly.
38731. With regard to this health-visiting, you would not suggest that two health-visitors are sufficient for Bootle, would you? You could do with more, could you not?—I could find a good deal of work for many more.
38732. What is your population?—68,000.
38733. Supposing you wanted to have a complete medical inspection, in the same way that you have a school attendance inspection, taking the practical limit of all houses under £40 a year, which, I believe, is the school attendance limit in London at any rate—I do not know what it is with you—supposing you wanted to have an equally efficient inspection from a medical point of view that you have from an educational point of view, how many health-visitors do you think, roughly speaking, would you require for your 68,000 people? Do you know how many school attendance officers you have got—you do not, I suppose?—I am not quite sure, but I think there are only four.
38734. Do you think you could get a house-to-house inspection in order to discover preventable disease by having four, or six or a dozen health-visitors—what would you put it at?—I should think you would want at least a dozen.
38735. Then do you think that with a dozen health-visitors you could get a really systematic inspection from the point of view of the existence of disease?—Yes, I think you could.
38736. Do you consider that that would be largely conducive to the prevention of disease?—I certainly do.
38737. In what way—in finding out the insanitary conditions?—Not so much in the way of prevention as in the way of limiting the spread of certain diseases, decidedly and in finding out insanitary conditions.
38738. Would you put down the curing of bad habits, and the teaching of mothers to feed children properly, and that sort of thing?—Yes, but I do not know that they would do very much in correcting the bad habits of the male portion.
38739. You think that would beat them?—Yes. They might do something with regard to the women and children of course.
38740. That is with regard to the rearing of children?—Yes, decidedly.
38741. If you had that system with twelve health-visitors, and if you gave them permission to call in a medical officer, do you think that in that way you could reduce the sickness-rate and the death-rate very considerably?—I am certain you could. That just touches the difficulty. The advice which the lady sanitary inspector gives is not medical advice, and the one thing necessary is that they should be able to call in the services of a doctor.
38742. If you had that, do you think you could find incipient disease and so be able to prevent both its spreading and its destruction of the individual?—Quite so.
38743. (*Mr. Bentham.*) Do you advocate that house-to-house visitation by health-visitors in order to ascertain if people are in need of assistance?—The primary object is not to ascertain whether they are in need of assistance.
38744. Whether they are any danger to the public health, or any other reason?—Yes.
38745. (*Mrs Webb.*) Would you object to a house-to-house visitation, or do you advocate a house-to-house visitation—supposing money was of no account?—

Mr. W. N.
Barlow.
M.R.C.S.

28 Jan. 1907.

Importance of visits to homes by medical officers of voluntary dispensaries.

The proper proportion of health visitors to population.

Need of further facilities for medical relief and question of power to call in district medical officer without order of relieving officer.

Advantages of making sanitary authority the medium for medical relief.

Functions of health visitors as to detection of illness.

Mr. W. N. Barlow, M.R.C.S. In certain districts there should be house-to-house visitation, and in other districts there should be special visitation from information which you receive.

28 Jan. 1907. 38746. Would you allow your health-visitor to act very much as your school attendance visitor acts now? The school attendance visitor does not go to every house, but he goes to the houses where he has reason to suppose there are children of educational age?—In some parts of a town it would be necessary to go to every house; in other parts of the town they should go according to information received, or by request.

38747. Would you advocate giving your health-visitor power to call in the district medical officer?—Yes.

38748. (*Miss Hill.*) She has the power, has she not, of calling in the Poor Law medical officer if she thinks it necessary?—No.

38749. (*Mrs. Webb.*) Except that that makes the man a pauper, and you do not wish to attach the taint of pauperism to him, do you?—I do not know that outdoor medical relief does entail pauperism.

Deterrence of medical relief. 38750. It entails chargeability, and you can recover it?—As a matter of fact I do not know why, but there

is some objection amongst the people to having the parish doctor.

38751. If you had your system, would you wish that there should be no pauperism attached to it?—I should like them to have free medical relief.

38752. Without pauperism?—Without pauperism. I Proposed fr do not advocate that every person whatever should medical relief. have free medical relief, but those who desire it and cannot afford to pay for it, I think should have free medical relief.

38753. In your experience as a medical officer of health Sicknes, do you consider that a great amount of pauperism is phthisis, an caused by sickness of one sort and another?—Some is. accidents a causes of pauperism.

38754. Which illness do you attach most importance to from that point of view?—I think phthisis is the illness which causes most—and accidents.

38755. Accidents are already attended free, are they not?—Yes. Any sickness is the cause of poverty but more especially phthisis, because that is a sickness of long duration.

Mr. MEREDITH YOUNG, M.D., called in; and Examined.

Mr. M. Young, M.D. 38756. (*Chairman.*) You are medical officer of health for the County Borough of Stockport, and medical superintendent of the Corporation Hospitals, I believe?—Yes.

28 Jan. 1907. 38757. I think also that you have been medical officer of health for the Corporation of Crewe, the Corporation of Brighouse, the Rural District Council of Halifax, and other bodies?—Yes.

38758. I think you have prepared a statement for us which we can take as your evidence-in-chief?—Yes. (*The Witness handed in the following Statement.*)

1. Aids given by Borough to the Poor.

Medical assistance of the poor by the sanitary authority at Stockport. 1. My Corporation subscribe £25 annually to the infirmary funds, and as subscribers they receive a number of recommendations, most of which are distributed by me to cases discovered by myself or reported by my two female inspectors, as deserving. These recommendations ensure either home treatment or treatment in the infirmary, as the case may require.

2. All cases of dangerous infectious disease are treated in the fever hospital, of which I am medical superintendent, free of charge, at an annual cost to the rates of £2,500 on an average.

Cases in receipt of outdoor relief and those removed from the workhouse are charged for to the guardians, however, under a special agreement.

3. Disinfection is carried out free of charge in all necessary cases, whether the case be one of a scheduled or dangerous infectious disease or not. This is done, first because the people for whom it is done could not in most cases afford to do it properly, and also because the people for whom it is done would not be able to do it effectually, for want of technical knowledge and skill.

4. My inspectors, and especially the two females, report deserving cases to the Police Aided Clothing Association—a voluntary association which distributes clothing to suitable cases. The two female inspectors also serve on the committee of this association.

5. My health committee give prize money to schools, to encourage the teaching of proper feeding of infants to the elder girls: they also supply little books on this subject free of charge to all the scholars; many hundreds of children are thus taught every year. This system is, I believe, not in force in any other town in the kingdom.

6. As in all other large towns, we distribute disinfectants, etc., gratuitously to anyone who can give a satisfactory reason for requiring them.

7. In times of smallpox, if any person loses his work temporarily owing to disinfection, vaccination, etc., we grant compensation; this was done in scores of cases during two recent outbreaks of smallpox.

8. I have examined nearly 150 cases for the education committee and have picked out cases which they have sent to special institutions for the treatment of blind, deaf, and epileptic children, the education committee paying the

whole or part of the cost of this. We are now testing the sight of all the school children in the town (about 17,000 in all) and when that is done the education committee will arrange a scheme by which the defects can be remedied by spectacles, etc., paying the cost of this in suitable cases. The same committee are now trying to find suitable premises for a special school for defective-minded children.

9. We supply free of charge diphtheria antitoxin for use by medical practitioners in treating cases of ascertained or suspected diphtheria, and also for preventive inoculation of those exposed to infection. The material and the instruments for injection are kept at the health office, the police station, and the hospital, so as to be obtainable readily either by day or by night.

Co-operation between Poor Law and Sanitary Authorities.

10. I think some co-operation between Poor Law and Need of co sanitary authorities would work to the advantage of operation between P both. What one wants to see effected is a cure of the social habit which has brought the man to the lowest stratum of society. That will never be done, in my opinion, by either body working on present lines. The relieving officer or medical officer goes and gives money, meat, milk, or medicine—he may throw in a little healthy advice as to habits or manner of life, but as likely as not he doesn't. If conditions are specially filthy or insanitary, he may send us word of it. It's not his special concern.

11. On the other hand, we, the sanitary authority, go; we give lots of advice and perhaps get landlords to do some repairs, but, after administering a moral tonic, we finish.

12. It is well known that advice, plus charity, is more likely to be taken and acted upon than bare advice, and I think, therefore, that in order to cure the social habit we must blend the two. And it could be done by increasing Proposal t the number of relieving officers, making it compulsory on make out- them to visit the homes and make careful inquiries relief before granting any relief and giving them power to with- conditions hold outdoor relief where the recipients were making no on a attempt to improve their bad social habits. certificate by the

13. If this be impossible, could not a system be initiated under which the distribution of outdoor relief should be authority made conditional on the sanitary authority certifying that the case was a proper one, i.e., that a fair and reasonable attempt was being made by the recipients to improve themselves?

Present Poor Relief System occasionally detrimental to the Public Health.

14. The present system of Poor Law relief at times Evils of reacts detrimentally on the public health. I have known insufficien infectious diseases to spread to others in the same family facilities and others in the same court or street, owing to the delay medical in obtaining medical attendance and suitable relief. This relief. has occurred in cases of measles, scarlet fever, diphtheria, smallpox, etc. What happens is that there is some delay

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in getting medical attendance or relief in the shape of food, and the neighbours come in recklessly or ignorantly to give what help or advice they can.

15. Then comes the more important point—the prejudice to health, caused particularly during epidemic times, by Poor Law medical relief and sanitary protection being in different hands.

16. During two severe outbreaks of smallpox in recent years we have been unfortunate enough to have the disease worst in the frequenters of common lodging-houses and their companions. At first I worked on strict lines of administration—if it were a case in a lodging-house and the people couldn't afford a doctor they must go to a relieving officer and get an order for Poor Law doctor to come. This caused great delay and the sufferer would be lying during this delay in the lodging-house in a dangerously infectious condition amongst perhaps 100 others.

17. Then, again, to prevent the disease spreading it was necessary for all who had been in contact to be vaccinated at once. In most towns this is done, I believe, by notifying the public vaccinator that he might visit such a house.

18. But this again caused delay, and sometimes that delay would cost a life. So I soon threw strict administration to the winds, and I went into these common lodging houses night after night for several months, and examined every man, woman, and child; picked out the small-pox cases, and sent them to hospital in the middle of the night; I also vaccinated the inmates right and left, and paid a week's lodgings to those who would consent to be vaccinated. In this way the outbreaks were soon stamped out.

19. Had I left the Poor Law functions to themselves strictly and kept strictly to my own those outbreaks might have extended to the whole town, whereas I kept them to the lodging-houses and a few of the poorer classes of dwelling. Had the Poor Law medical officer been a man of small views he might justly have said I was depriving him of income by vaccinating gratuitously in these lodging-houses in the small hours of the morning instead of sending the people to him. But he knew as well as I did that if I had suggested that none of them would ever have come.

21. There is not, in my opinion, the same equal chance for everybody, even in the case of voluntarily supported infirmaries, for it is common knowledge that a case of rare disease or a specially interesting surgical case has more chance of being admitted to such an institution than one of a more common or less interesting character.

OVERLAPPING OF FUNCTIONS OF POOR LAW AND SANITARY AUTHORITIES.

22. There is at present the most hopeless overlapping in the work of Poor Law and sanitary authorities, or rather, to put it more fairly, sanitary authorities are encroaching on what should be the work of Poor Law authorities in many directions.

23. Instances of this are:—

Sterilised milk depôts.

Municipal crèches.

Municipal wash-houses and lodging-houses.

Supply of spectacles to school children.

Supply of diarrhoea mixture in summer and autumn.

Supply of diphtheria antitoxin.

Free isolation of cases of infectious disease, even (in Manchester) of puerperal fever.

Erection and maintenance of phthisis sanatoria.

Free vaccination and compensation in small-pox epidemics.

Payment of medical men under Midwives Act.

Contribution to infirmary funds.

24. To some extent also voluntarily supported infirmaries and dispensaries encroach on work of Poor Law authorities, but in my experience this is not to such an extent as to call for interference.

25. By doing work of this character sanitary authorities effect two most important objects:—

(a) They tide a person over a critical or expensive time and keep him out of the atmosphere of the Poor Law.

(b) They have a chance, which I think they never fail to work on, of educating and stimulating to better social habits.

26. The question, however, arises, would these systems be better amalgamated, seeing that they are working on the same lines? *Mr. M. Young, M.D.*

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27. I submit the following considerations in support of an amalgamation of the two services:—

28. There is at present considerable waste of energy and money. Two sets of officials visit the same houses, of one for one object the other for another; neither completely attains his object—the cure of the social bad habit—and neither has much hope of doing so under existing circumstances. Much of this waste of money and energy would be saved by amalgamation of Poor Law and sanitary authorities.

29. I have tried to show in the case of my smallpox experiences that an amalgamation would result in the disappearance of some, at all events, of the detriment to the health of the community, and probably also of the individual which at present exists.

30. In the case of phthisis a more complete co-ordination or amalgamation of the Poor Law and sanitary services would also result both in benefit to the community and to the individual. The sanitary authority hears of these cases usually at an early stage; the Poor Law only when the disease has begun to interfere with the earnings of the family. It may be safely said that cases of phthisis admitted to workhouse infirmaries or coming under the care of the Poor Law medical officer are almost all advanced cases where curative treatment is out of the question.

31. If the sanitary authority had power to deal with these cases when it heard of them (and it hears of them at a much earlier time than the Poor Law authority) many useful lives might be saved.

32. In the case of phthisis the Poor Law authorities at present deal with the grown plant, the sanitary authorities have the chance of dealing with the seed and the soil to a certain extent (at present limited owing to the want of compulsory notification). I submit it would be better if one authority had the opportunity of dealing with the whole thing.

33. Similar remarks apply to the mortality amongst infants. In Stockport, which is one of the towns having a very high infant mortality, every birth occurring in poor localities is visited by my female inspectors and advice is given as to feeding. This has been done for the past seven years. But I would be able to lessen this infant mortality very much more if I were able to obtain adequate food for mother or for child. The relief given by the Poor Law authority is in many cases utterly unsuitable and useless, because it is not in most cases medically directed, i.e., an order is given for a pint of milk daily or for so much oatmeal daily, and so on, quite irrespectively of the particular needs of the infant. *Inadequate relief a cause of infant mortality at Stockport.*

34. In the matter of births there is at present a great difficulty in obtaining early information of their registration—in fact, the Registrar-General has, I believe, instructed registrars that they are not to give information as to names and addresses in cases of births to the local authority. This considerably hampers our work of preventing infantile mortality. Were there a combined Poor Law and sanitary service I imagine that this difficulty would disappear. *Difficulty in obtaining early information of their registration—sanitary authority obtaining particulars as to births and deaths.*

35. In the matter of vaccination I am strongly of opinion that as a public health measure of the first importance its administration should be in the hands of sanitary authorities. Owing to my personal relations with the public vaccinators in Stockport, there always has been an entire absence of friction and only rarely any loss of time such as would endanger the public health. But there can be no doubt that the medical officer of health who watches the geographical distribution of smallpox throughout the country, who knows the probabilities of communication between his town and others, and therefore the chances of this disease invading the district under his charge, who knows after it has invaded the town where all the cases and all the contacts are, is the official who should have the say in the guarding of his district against attack. *Need to transfer vaccination work to sanitary authority.*

36. The medical officer of health at present has included in his duties all kinds of work, much of which might with advantage be transferred to what one might term an executive sanitary officer. He has, for example, very often to act as police surgeon, public analyst, adviser to

Possibility and need of increasing scope of medical officer of health's functions and giving him a larger administrative area.

Mr. M. Young, M.D. has the supervision of the work of his sanitary inspectors' staff in matters of drainage, house to house inspection, offensive trades, bakehouses, lodging houses, slaughter houses, etc., etc. The purely medical work, for which he is specially trained, forms really a very small portion of his daily routine. If an executive sanitary officer were appointed to supervise and direct such work as that named the medical officer of health could without much difficulty administer a much larger area—an area, for example, such as a Poor Law union—in matters in which he has special training and in matters where there is at present overlapping in the two services.

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Possibility and need of increasing scope of medical officer of health's functions and giving him a larger administrative area.

37. The medical officer of health has gradually brought into the sphere of preventive medicine diseases such as phthisis, influenza, pneumonia, enteric fever, cerebro-spinal meningitis, rheumatic fever, and others which at one time were regarded as non-preventible, and he has done this by a kind of invasion of the domain of the general private practitioner. If he were given the right to invade the domain of the Poor Law medical officer, and the two officials and their institutions and administrative methods for the control and treatment of disease were co-ordinated, I venture to prophesy that other diseases would before long be found to be preventible, and means would be devised to prevent them.

Increase of medical officer of health's work.

38759. (*Chairman.*) In the first part of that statement you enumerate the aids given to the poor by the borough through the health department, and you also enumerate a number of duties. Has the work grown much of recent years at Stockport in connection with the Health Department?—It has; particularly the work connected with the Education Committee. They have done quite a lot of what one might call semi-charitable work amongst the scholars who have been found to be epileptic, or defective minded, or blind, or deaf, or dumb, or something of the kind.

Medical examination of school children by medical officer of health.

38760. I see you speak in paragraph 8 of having examined 150 cases; were those cases sent to you by the Education Committee, or did you examine the children *en bloc*?—It was a little bit of both. First I got a list from our Education Department of the cases which had been reported to them by the school teachers. Then I found when I went into the question that they had only had Returns from a few of the schools of the town, so after examining the children who had been specially sent to me I went through the whole of the other children in all the other schools.

38761. Right through all the schools of Stockport?—Yes, through the whole of the schools in the town.

38762. You must have examined a good many thousands and children then?—I did not examine the whole of the children in each school.

38763. But you selected some?—The teachers of course know them much better and can form a much better opinion at first sight, at any rate than a medical man can. They picked out and placed in a separate class room perhaps twenty or thirty children and told me a little bit about each child; then I examined the child particularly myself.

38764. Did you prescribe or did you suggest to the parents of the children where they should go for treatment, or were the only cases in which you gave advice those of the blind, deaf, and epileptic?—In the case of the defective-minded I recommended certain things to the Education Committee; for instance that they should form three special classes in different parts of the borough, with specially trained teachers to be put in charge of the defective-minded children. Then as regards the children who were found to be short-sighted, or to have defects of vision I could only come across a very small percentage of those, although I knew there were a great many more than I had found, so I recommended the Committee to carry out a thorough investigation into the eyesight of the whole of the children in the borough. That is almost complete now. It has been a very big piece of work involving the examination of about 17,000 to 18,000 children.

38765. So that really you have undertaken the duty, or it has been put upon you, of medically inspecting all the school children of Stockport?—Yes.

38766. Did the Education Committee pay for the cost of treating these children?—They pay in some cases the

whole amount; in other cases if the parent is in a position to pay a small proportion of the sum the child has cost, they recover perhaps 1s. or 2s. per week—but that is only a very small proportion of the actual cost in fact.

38767. This work was not done, I suppose, before the control of education was transferred to the corporation?—No. Nothing at all was done in that direction I think till then.

38768. In Paragraph 7 you say, "In times of small-pox, if any person loses his work temporarily owing to disinfection, vaccination, etc., we grant compensation." You do not grant compensation to a man who gets small-pox, do you, for the time he is in hospital?—No.

Compensation paid by sanitary authority in connection with small-pox prevention.

38769. Do you give compensation while his house is being disinfected?—Yes, and also in the case of any inmates who have been in contact with him and who are re-vaccinated, we grant compensation if they should lose work owing to their arms being in such a state that they cannot work. Then if they have to stay away from their work for a day in order that they should be bathed and disinfected, and their homes disinfected, we grant them, roughly, a day's wages. If they lose their work for a week because their arm is bad after vaccination, we pay them a week's wages—there or thereabouts.

38770. Are there many applicants?—Yes, quite a number.

38771. (*Mr. Gardiner.*) What fund is that charged to?—I do not know whether it is charged to the general district fund, or to the borough fund.

38772. (*Chairman.*) But it comes out of public money?—Undoubtedly.

38773. (*Mr. Gardiner.*) You cannot tell me the particular fund?—I cannot tell you that.

38774. (*Mrs. Webb.*) The borough fund is not audited in quite the same way as the Poor Law accounts, is it?—As a matter of fact, I do not think any of the expenditure of the health committee has ever been audited by any body except the auditor to the corporation.

38775. (*Mr. Gardiner.*) Is he an amateur auditor or a professional auditor?—He is a professional auditor.

38776. (*Sir Samuel Provis.*) But he has no powers of disallowance or surcharge, has he?—I have never heard of his doing anything of the kind; but I may say on this point that the Local Government Board in a memorandum which they have issued to medical officers of health suggest that compensation should be granted to people on those lines who lose work by having to be vaccinated, or having their premises disinfected, during an outbreak of small-pox.

38777. (*Chairman.*) Is the sum that you have paid a considerable sum?—I am afraid I could not give you the exact figures without reference.

38778. I suppose the motive is to overcome the opposition of those who might object to all these precautions?—Precisely.

38779. Going to the second part of your paper, you seem to think that some effective co-operation might be established between the Poor Law and the sanitary authorities in dealing with the class of persons who may come on the Poor Law, but who have not yet arrived at that condition; and you seem to think that the sanitary authority is a more welcome authority than the relieving officers of the Poor Law?—That is my experience.

Sanitary authorities and their officials more popular than Poor Law officers.

38780. You say you give lots of advice?—Yes, as a rule.

38781. Is it well taken?—At first it may be received with a little caution and a little suspicion; but after one or two visits we find that people not only take it, but act well up to it. To give an extreme instance of it, I have known a case where one of my health visitors went to a house; they heard that she was coming, and when she eventually half forced the door open she found the whole of the family hidden under the bed, absolutely scared at the sight of her. But she talked tactfully to them and went again in a week or two's time and went again in a week or two after that, and now they are not only glad to see her but are almost friends with her, if one might so call it.

38782. I suppose the distinction between the visits of the two classes of officials would be this, that the relieving

officer would not go until the family had applied for relief, and he would make investigations in consequence, but the other might go before they got into that condition and while they were rather drifting towards it?—I think my health visitors go to a great many cases in which they are in a state of absolute poverty—not only in the little substratum above actual poverty, but in actual poverty itself, I mean to say where they have not enough for food and drink.

38783. And are in receipt of Poor Law relief?—No, in many cases, not; but still struggling against it.

38784. (*Mr. Bentham.*) What can they do to relieve the distress when they come across cases of that kind?—They try to draw the relieving officer's attention to it or the Poor Law medical officer's attention to it.

38785. Do they do that as a matter of course?—Yes, it is one of their instructions that they should do it.

38786. (*Chairman.*) Are all your visitors paid officials?—Yes.

38787. And you have no volunteers?—I have only two visitors, and they are both paid by the corporation.

38788. You make a suggestion in your statement that the relieving officer should visit a house, and make careful inquiries before giving relief, and that he should also have power to withhold outdoor relief when the recipients were found to be making no effort to improve their bad habits; but I imagine that is the practice in most unions?—I am afraid it is not so in Stockport. I do not think the relieving officer cares twopence whether the people are living up to good habits or not.

38789. Would you suggest that the sanitary authority should at times be consulted as to whether the conditions of the house were such as to justify outdoor relief to the people living in it?—I think you have one way at least of overcoming the difficulty that I have stated—that one should do what one could to encourage people to raise themselves out of the stratum of poverty and bad habits into which they have fallen, and that if they make no attempt at all to help themselves then I should withdraw help from them, or at least outside help.

38790. Your idea is apparently that the machinery of the health officer might be considered as a sort of advance guard against pauperism?—Precisely.

38791. As regards the medical relief which is given under the Poor Law, do you think that the machinery is such that there is at times delay which tends to the spread of disease?—I do, and I am quite sure of that from my experience in two outbreaks of small-pox, which I mention in my statement.

38792. You give the details there, as you say. As a matter of fact, I suppose you have exceeded your duties really by doing a good deal of work which was outside the scope of your authority?—I did, I am sure, but if I had not done that I should have had a great many more cases of disease, and not only that, but it would have got out of the zone in which I managed to keep it, that is, out of the common lodging-house zone, and would have got into the better parts of the town.

38793. Are your relations friendly with the Poor Law officers?—Yes, most.

38794. Then the difficulties that occur are not the result of any bad feeling, but are the result of the difficulty of working the machinery which is in force in connection with the granting of relief?—Yes.

38795. How would you get over that difficulty? Would you suggest that the public health officer should have the power of sending for the Poor Law medical officer?—There certainly ought to be some easier way for people to get Poor Law medical relief when it is required by them. At present relieving officers, I am afraid, are apt to regard their instructions as having a cast-iron character. They attend at their office a certain time each day, and if people want them they must go there either personally, or they must send some near relative or some person who knows the circumstances of the case anyhow, and if that person is not there before a certain hour in the morning it means that the relieving officer has to be found in some part or another of the town, and nobody knows where to look for him. That, of course, means a good deal of delay. I have not actually come across this, but I should imagine that in cases of midwifery it would be a very serious matter.

38796. As regards overlapping, you show that two sets of officials may visit the same house, and according to your judgment there is an overlapping of two separate authorities. How do you get over that? Your evidence is critical, is it not, rather than constructive?—Yes, I am afraid it is. One way in which I think it might be overcome would be to make more whole-time Poor Law medical officers and to increase the staff of health visitors.

38797. How would you bring the two departments together? The problem presents considerable administrative difficulties, and various suggestions have been made, one being to transfer the medical relief from the Poor Law authorities to the health department?—That might be done, I think, up to a certain point, but when one gets beyond that point one comes across very serious difficulties. So far as the actual Poor Law medical relief is concerned, I do not see any great difficulty in bringing that under the cognisance of the health department and under the direction of the health department.

38798. That would be the outdoor relief?—Yes, and especially the outdoor medical relief.

38799. A previous witness, I think, suggested that there should be dispensaries?—I do not know that I should actually advocate dispensaries. The thing might be done pretty much in the same way as now, only the Poor Law medical officer might be under the health department, instead of under the guardians. He might also be made a more easily accessible officer.

38800. Coming to the question of Poor Law infirmaries, would you propose to take those under the health department, or would you leave them as they are under the Poor Law?—I am afraid I should feel inclined to stop, at any rate at first, at the outdoor relief.

38801. Have you ever discussed these questions at all with Poor Law relieving officers or officials?—I have discussed them with one Poor Law medical officer.

38802. Did he feel the inconvenience of the present system?—Yes. He quite agreed that there was considerable delay at times, and dangerous delay at times, medical in getting medical relief quickly. He also agreed on one most important point, namely, that the cases of phthisis which came under his observation, came under his observation at far too late a stage for him to do any good with them.

38803. You would wish, would you not, that the Health observation and visits of the health visitors should, so to say, form part and parcel of the system of Poor Law investigation?—I think so. They could act as scouts for the Poor Law medical officer, who, in turn, would be guided by the medical officer of health.

38804. In regard to phthisis cases, did you hear the evidence given by our previous witness?—Yes, I did.

38805. I suppose you would agree generally with him about such cases?—I think I agree with every word that he said on that point.

38806. If there were a sanatorium or any special institution established for them, would you separate them from the Poor Law, and keep them under the health department?—I am afraid I do not quite understand the point of the question.

38807. Assuming a special institution was set up to deal with phthisical cases, under what authority would you put it?—I think under the public health authority.

38808. Infant mortality, you say, is high in Stockport?—It is very high.

38809. You appear to think that if there were a greater exchange of opinions and of the results of investigations that might tend to lessen this mortality?—Yes. My health visitors report to me time after time cases in which a baby cannot be properly nourished, because the people have not sufficient means to buy proper nourishment for it, and so they apply for an order for food relief as I understand it. That food relief may take the shape of a pint of milk a day or a pound of oatmeal a week, or something like that, but it is not specially directed to the needs of the infant, although it may be useful to the family as a whole.

38810. Then you would contend that owing to the special work which the health authority undertake in

Mr. M. Young, M.D.
28 Jan. 1907.

Overlapping between Poor Law and sanitary authorities as to medical relief and possible remedies. Proposal to transfer outdoor medical relief to the sanitary authority.

Evils of tardiness of medical relief. Visitors and their proper functions in relation to the Poor Law.

The proper authority for establishing separate institutions for phthisis.

Inadequate relief to babies and its relation to infant mortality.

Mr. M. connection with infants and mothers, they know more
 Young, M. D. about the condition of individual children than the Poor
 28 Jan. 1907. Law officials do?—I am quite sure they do—at any rate,
 in my town of Stockport.

Proposed transfer of vaccination and registration work to sanitary authority.
 38811. Vaccination and registration you would transfer to the health authority, would you not?—I think so, undoubtedly.

Transfer of Poor Law functions to sanitary authority would involve increase in medical officer of health's staff.
 38812. Perhaps it is going a little outside our immediate inquiry, but I see you suggest that there should be an executive sanitary officer associated with the medical officer of health. Would you just explain that a little? Is there certain executive work which has to be done by the medical officer of health, but which you think might be effectively performed by a less highly trained and less paid official?—Yes. The reason I mention that is that if some such scheme were adopted as the transfer of a number of the present Poor Law functions to the medical officer of health, one would have to eliminate something from his present duties in order to make room for those new duties. I suggest that some of these duties which he now does are duties which could be carried out by someone who had no medical training at all, but who is just a man with a good head on him and a little special knowledge about drainage, and special premises like bake-houses, slaughter-houses, common lodging-houses, and so forth.

Scope of medical officer of health's action and question of increase thereof.

38813. A sort of clerk of the works—a practical man of that kind?—Yes. A man of practical experience in general structural work of that kind. Medical officers of health frequently act as public analysts or as police surgeons, or as advisors to water-works and sewage committees, or something of that kind—things which they have no special training for except in the case of a police surgeon, and things which could be quite well done by someone less highly qualified and less specially trained.

38814. Summing up your evidence, in your last paragraph you state that you think the medical officer of health has reduced the spreading of a number of certain diseases by, to use your words, "a kind of invasion of the domain of the general private practitioner?"—Yes, I think so.

38815. Does the general private practitioner complain?—General private practitioners are always complaining more or less, but I think the complaint is made with a perfect recognition that if it is anything which is for the good of the public, it does not matter if it hurts the individual a little bit. I think they take it in a very generous spirit.

38816. I suppose you would say that you do interfere, to a certain extent, with the private practitioner, and that you have done a lot of work which it is beyond the power of the private practitioner to accomplish?—I think so; although I would not like to omit to say that a great many diseases have been, in the first instance, brought into the region of the medical officer of health by private practitioners. One has only to go to the case of vaccination in order to illustrate that.

38817. I did not mean that the medical skill was higher; I meant that with the authority behind you, you think you are able to deal with questions of sanitation and of health in a way which a private practitioner could not do?—Exactly.

38818. Then you go on to say that if the medical officer of health were given the right to invade the domain of the Poor Law medical officer, you think that too would be beneficial?—Yes.

38819. The invasion would take the form of what you have suggested, I suppose?—Yes.

38820. Because you think that that particular class of work had better be associated with the duties that you now perform?—Exactly.

38821. And that the combination would be effective both in the treatment of individual cases and as regards the health of the particular community?—More particularly in ascertaining the conditions which combine together to cause these different diseases.

38822. If you got an accurate record of the actual diseases you would be able to put your finger better upon the causes?—One would find the cause, and then would follow after that the prevention.

38823. (Bishop of Ross.) In Paragraph 5 of your Lectures to Statement you say that efforts have been made in Stock- school girls
 port to teach the school-girls domestic work, and par- on feeding of
 ticularly the feeding of children; how long has that been children and
 going on?—It has been going on for about six years. results
 thereof.

38824. Are you satisfied with the results?—I am perfectly satisfied.

38825. Do the children take kindly to this class of teaching?—They are most eager for it. They look forward to the lectures, or lessons they get, rather, with the greatest eagerness. I have personally been in the schools when the health-visitors have been giving these lessons, and I have watched the children to see what amount of attention they were paying, and have been quite struck with it.

38826. By whom are the lessons or lectures given?—A few model lessons are given by the health visitors first; then we have a booklet which is given to the teacher, and the teacher is told to get that up well and then to give as many lessons as possible out of that book. The children are given the book too, and they are allowed to keep it.

38827. Has this teaching, do you think, commenced to materialise yet, or perhaps it has hardly been given long enough?—Of course it is bound to take a long time to have its full effect, but I believe it has already had some effect. In a town like Stockport many mothers go to work at the mills and the oldest girl in the family is left to take care of the rest of the brood. If she does not know something about the sterilisation of milk and the preparation of the proper infant's food, and things like that, she does it of course in the way her next-door neighbour (who may be a very ignorant woman) will tell her. I believe it has already begun to bear fruit to some little extent in that direction. I may say that we teach about 700 to 800 children each year in that way.

38828. (Mrs. Webb.) What would be the cost of a Staff of really efficient system of health visitors for a house-to- health
 house visitation, where such was required? You have visitors
 got two visitors now?—One would only send such health necessary for
 visitors to a certain class of property, and that would Stockport
 materially limit the number to begin with. Working it and cost
 out on the basis of the present inspectors which I have, thereof.
 I should say that in a town of the size of Stockport, which has roughly a population of 100,000, about ten would be sufficient.

38829. What would you give them?—I think the general rate of pay is about 30s., rising to 35s. per week; that is, £78, to £100 per year.

38830. That is about £800 a year, then?—Yes.

38831. What would that represent—1d. in the £?—No; if it came to £800 a year, or even put it at £1,000 a year, that would come to less than 1d. in the £ on the rates of Stockport.

38832. So that for less than 1d. you could have a complete system of medical inspection?—Yes; a house-to-house visitation in the poorer localities.

38833. And the notification of all diseases?—Yes.

38834. Do you consider that that would materially diminish the death-rate?—I am quite sure it would in time.

38835. Would it be chiefly by the discovery of insani- Death-rate
 tary conditions or by the discovery of bad habits which, more affected
 through ignorance, led to illness?—It would probably by bad habit
 be through the discovery of bad habits, because I think than by
 those are quite as important, if not more important, in housing
 raising the sickness-rate and the death-rate than mere conditions.
 housing conditions or things of that kind.

38836. Do you think that you have got over the mere housing conditions now, more or less?—I do not know that they have such a big effect as a whole on the death-rate as bad social habits have.

38837. Do you feel hopeful that if you had these health-visitors in time you could radically alter those Probable
 habits?—I am perfectly certain of it if I got the right effect of
 sort of women. health
 visitors on
 bad habits of
 people.

38838. You only require tactful pressure and knowledge to alter those habits?—Yes.

38839. Then it would be equivalent to a sort of Education Act?—Yes, it would be special education.

38840. Do you consider that giving that sort of advice gratis would have any pauperising effect on the people?—I do not think it would any more than free education has.

38841. Do you think it would bring home to them the obligation to remain well?—That could be done, of course; that would be one of the main things.

38842. And they would pay for it, as Dr. Niven suggested, by co-operating in their cure?—Yes, that would be the valuable consideration which they would give.

Attitude of medical profession towards sick clubs, etc.

38843. With regard to the way in which it might interfere with the private practitioner, is that sort of practice as it at present exists a valuable asset to the medical profession as a whole?—I do not really think it is.

38844. What form does it take now? What happens now?—People of that kind generally get insured, as it were, in sick clubs of various sorts, and I may state this with the greatest positiveness that medical men would much rather be without any such form of contract practice than have it. They simply take clubs and contract appointments of that sort in order to keep somebody else out and from the fear that if somebody else once got to attend, say, the head of the family who is in the club, he might pick up one or two other cases in the same family or in the same neighbourhood.

38845. The doctors are very badly paid for that, are they not?—They are very poorly paid.

38846. And the result is that they cannot give very efficient attendance?—I am afraid not, although I do not know that a medical man even receiving only 4s. a year for attending a case would parcel out his medicine exactly to that sum.

Physical fitness caused by inadequacy of medical relief.

38847. Do you consider, taking it as a whole, that in Stockport the poor are now in danger of increased sickness and death through the lack of medical attendance?—That is a very big question to give a reply to. But it has to be borne in mind that there is a very large number of people going about now with what one might call crippled systems—women who have not received proper attention at child-birth and who are invalided and rendered less capable of work perhaps for the rest of their lives, to say nothing of being rendered less capable of bearing children; then there are heaps of men and children who are similarly crippled in some kind of way by want of proper medical attendance and proper remedies during convalescence; and they tend to grow into chronic invalids who have not anything specifically the matter with them, if you can understand me, but who are not normal individuals.

38848. And may become unemployable?—Probably they would drift into that.

Advantages of inspection of the people by health visitors, etc.

38849. Would you say that an additional advantage of dealing with sickness from the point of view of prevention would be that you would deal with those habits which you do not do at present? The ordinary medical man at present does not attempt to deal with the habits of the people, does he?—He does a little bit, but of course his main object is to make out what is the matter, and then get that cured as quickly as possible without inquiring too closely into what has caused the thing which is the matter.

38850. Supposing you had that systematic medical inspection, with free medical assistance when it was required, do you think it would help benefit societies to prevent malingering on the part of their members?—Yes, I think it would.

38851. It might even increase the benefits of these societies as regards sick maintenance—that is, it might make it more possible for them to give these benefits?—Yes. I know that when I was medical officer of health at Crewe, which is a place with a very large number of working men—I think the London and North Western Railway Company alone employ about 8,000 or 9,000 men and boys—the place was simply riddled through with sick clubs. There they found it paid them to put on one of their own members as a sort of detective to see that these people who were under medical treatment carried out the treatment, and did not go on with the bad habits which had resulted in the illness. They found it paid them to do that.

38852. Therefore it would pay them still more to have an independent testimony?—Exactly. *Mr. M. Young, M.D.*

38853. (*Chairman.*) You have stated that you are the medical superintendent of the corporation hospitals; are those infectious hospitals?—Yes. 23 Jan. 1907.

38854. Not general hospitals?—No. One is the fever hospital, and the other is the smallpox hospital.

38855. (*Mr. Bentham.*) Has anything been done at all with regard to the treatment of phthisis in your town?—Not as regards its actual treatment. Every case which is voluntarily notified to us is visited at once by the district inspector, and, as I say, advice is given and disinfectants are supplied gratuitously. Phthisis notified to, but not treated by, the sanitary authority at Stockport.

38856. Who is the district inspector?—The sanitary inspector for the district. We give disinfectants free of cost, and all that kind of thing, but nothing more.

38857. You have voluntary notification then?—Yes we have.

38858. Do you get cases of phthisis notified in their early stages?—Yes, I think we do now, although at first we did not. At first the cases which were notified were almost moribund, but now we are getting them at an early stage.

38859. But no steps are taken for treating them?—No, not as yet.

38860. If out-door medical relief were transferred to the health authority entirely, do you advocate its being free, or would you have a system of payment?—I personally have an objection to people being, as it were, made into paupers against their will. Putting it conversely, I would very much rather have it that people were encouraged to pay some little, however little it was towards their doctor's bill or their sick maintenance. Question of contributions by patients to cost of medical relief administered by the sanitary authority.

38861. Would you enforce payment?—I think I should leave it optional with the authority to make a full inquiry into the circumstances, and if they found that enforcing any payment at all would inflict a hardship, I would not enforce payment.

38862. I suppose that the health of the people and the effect that it might have on their neighbours would be your first consideration?—Yes, precisely.

38863. And it might occur in a house where they might have sufficient income to pay for a private practitioner?—Yes.

38864. Would you not refuse assistance there?—I do not see why the public rates should be used to take away part of a medical man's legitimate income.

38865. But if it is for the health of the community, that is the first consideration, is it not? A case of sickness in a house of that kind might be as dangerous there as it would be in a poorer house, and treatment, therefore, would naturally be involved as a duty, would it not?—Yes; but I am assuming that in the case in question the family would be perfectly able to take all precautions—that they would have enough money to do that, and enough money to pay the doctor, so that there would be no call for the local authority to interfere.

38866. That is, if they did it, but suppose they did not?—In the absence of any powers of persuasion, or in the absence of any definite legislation, I am afraid we should have to let it stop as it was; but I do not think that even a family of that kind would object to have the advice given, or to have the disinfectants given, or to have the disinfection carried out free of charge.

38867. People living in those conditions do not usually welcome advice?—I would not like to say that. That is rather against my experience.

38868. But you would not have a system of compulsory repayment for services which might be given?—No, I do not think so. I should leave that optional.

38869. (*Mrs Bosanquet.*) Have your health visitors the power of compulsory entrance into any house they like?—They are appointed sanitary inspectors under a special Act of ours. We have power to appoint as many sanitary inspectors as we like, and I always get any lady health visitor appointed inspector of nuisances under the Public Health Act, 1875. That gives her a limited power of entrance, but she cannot force her way in unless she has reasonable grounds for suspecting the existence of a nuisance. Powers of health visitors at Stockport.

Mr. M. Young, M.D. 38870. In that case she can?—In that case she can obtain a magistrate's order.

28 Jan. 1907. 38871. Does it occur to you that possibly there might be a good deal of petty tyranny involved in this inspection of people's habits; I mean one health visitor might think smoking a bad habit?—I do not think that should enter very largely into the question.

Question of abuse of health visitors' powers of inspection, etc. 38872. It is even possible that a man might understand his own health better than a doctor sometimes?—I am afraid I cannot argue the point on that basis.

38873. It has been suggested that these visitors should have the right to enter a house under, say, £40 rental; that would give an enormous field for petty tyranny, would it not?—Of course the £40 rental limit would not have to be applied to the provinces. It may apply to London, but a limit of £40 in the provinces would be altogether unworkable, because it would admit them into houses where advice and inquiry would certainly be resented.

Scope of health visitor's functions as to bad habits. 38874. Could you define at all the sort of habits you have in mind? Do you mean such things as their food and their drink or their cleanliness?—I mean such things as food, intemperance, uncleanness, the want of ventilation and things of that kind. It is difficult to think of many examples at once.

38875. Do you limit at all the subjects for which your health visitors are supposed to give advice, or to have a free hand?—They have a fairly free hand. They are both well-trained and tactful, and I have never heard yet, although they have been with me now for close upon seven years and have made several thousand inspections every year, that there has been any complaint that they were over-stepping the bounds of propriety.

38876. Would you appoint anyone who was a vegetarian?—I should not trouble one little bit about that.

38877. Would you allow her to give advice as to the habit of eating meat?—Yes. I would not hamper her in that way; if people chose to take her advice I do not think it would hurt them.

Medical out-relief to be conditional on pursuance of curative treatment by recipient. 38878. You have no powers of compulsion, I take it, upon people to whom this advice is given?—No, and I do not suppose one would ever get any powers of compulsion in things of that kind. The only thing that does cross my mind is that if the authority concerned were giving medical or other relief to a person, and found that this person was still going on in his bad habits and making no effort whatever to improve himself, but merely receiving his dole of charity each week, then I should say, stop the charity by all means; if he will not help himself, do not help him.

38879. (*Mr. Bentham.*) Would it not take a large staff to follow all the cases up like that?—I do not think so. I should imagine, to take the figure I have already given—I think in reply to a question put by Mrs. Sidney Webb—that if I had ten inspectors they could cover the ground and do it well.

Powers of sanitary authority as to infectious disease, compensation, etc., and attitude of Local Government Board in the matter. 38880. (*Sir Samuel Provis.*) Have you got special Local Acts in force in Stockport?—Yes, one or two.

38881. Do they give you any considerable powers with regard to sanitary matters?—Yes.

38882. Do they deal with any of the matters you were speaking of with regard to providing shelters and giving compensation to persons who lose their work on account of infectious disease?—The provision for making shelters in the case of infectious disease I think is contained in the Infectious Diseases Act.

38883. That is in force in Stockport, is it?—Yes. As regards the compensation given in the smallpox cases we are simply acting on the recommendation of the Local Government Board.

38884. I think that recommendation was only given, was it not, in connection with Section 15 of the Infectious Diseases Prevention Act?—I am afraid I do not recollect what Section 15 is.

38885. Section 15 provides that if persons have to leave their houses on account of their having to be disinfecting in connection with an infectious disease that has occurred there, compensation may be given to them?—I think the memorandum I refer to went further than that.

38886. Have you got a copy of it?—No, I have not. I am sorry to say, but I have a pretty distinct recollection of it. I do not know whether it bound the Local Government Board in any way further than this—that if such compensation were granted the Local Government Board would not raise any objection to the payment of it.

38887. But in the case of a borough they would have nothing to do with it?—No; but I think this was circulated not only to boroughs but to urban district councils and rural district councils as well.

38888. There is a Memorandum which is issued in times of smallpox, and that contains the passage which I was referring to just now; I thought that perhaps you had got that in your mind?—The one dealing with compensation?

38889. Yes?—That is the one I am speaking about.

38890. There is a paragraph in that which deals with the point arising in Section 15 of the Act of 1890, and I thought that was what you had in mind?—I am thinking specifically of the Local Government Board's Memorandum of a few years ago.

38891. There was a Smallpox Memorandum which was issued in 1899?—I think the one I have in mind is of more recent date than that—I think it is about 1903 or 1904.

38892. At the time of the last smallpox epidemic?—Yes.

38893. Are you quite clear that the Registrar-General objects now to registrars giving information with regard to births?—That point was raised at a meeting of the medical officers of health of which I happened to be the secretary, and I wrote to the Registrar-General on the subject. That was only three years ago at the outside. I was told then that his instructions had to be that this information must not be given.

38894. There have been recent regulations made by the Registrar-General, and one of those regulations provides that every registrar may, at the request of the council of any borough or other urban district or any rural district, furnish to such authority a detailed return of the births in a special form supplied for the purpose by the Registrar-General. Does that not meet your point?—I should like to know what the form issued by the Registrar-General covered.

38895. The form is not given in the particular book I am quoting from, but these are regulations which were made in 1905; was that since you wrote?—That is since the matter was brought up at these meetings I was talking about.

38896. I think you will find there has been something done since those meetings?—I am rather glad to hear that. I hope the form includes the address where the birth has occurred; otherwise it is of no use to us. It is very probable that that would get over the difficulty.

Mr. JOHN MILSON RHODES, M.D., called; and Examined.

Mr. J. M. Rhodes, M.D. 38897. (*Chairman.*) You are Chairman of the Central Poor Law Conference Committee, I understand?—Yes.

28 Jan. 1907. 38898. You have been good enough to prepare a short paper which we can accept as your evidence-in-chief, if you will hand it in?—Yes. (*The Witness handed in the following Statement.*)

1. MEDICAL RELIEF FROM THE POINT OF VIEW OF PUBLIC HEALTH.

Need of medical relief. 1. Of the necessity for medical relief at the expense of the public I do not think there can be any doubt in the minds of those who understand the question. Voluntary

medical relief never did meet the case, and does not at the present time.

2. If any doubt existed as to that, the doubt should in my opinion be removed by the fact that the number of beds in the Poor Law Hospitals of London alone exceeds the number of beds in all the voluntary hospitals of England and Wales put together.

3. The census returns for 1891 and 1901 show that the population of England is, unfortunately in my opinion, becoming more and more concentrated in our great cities, and this fact is a strong reason for a still

London Poor Law hospitals more numerous than voluntary hospitals in England and Wales.

Need of more efficient medical relief.

Need of more—if possible—efficient medical assistance for the poorest class not only on the ground of humanity, but from mere selfishness. Most people are aware that it is in the poorest neighbourhoods that epidemic diseases spread so rapidly and cause such an enormous financial loss to the class least able to bear it.

4. Twenty years ago Sir Edward Chadwick estimated the loss from sickness at £20,000,000 per annum; no doubt since that time the mortality has fallen, 3 per 1,000 living, but there is still urgent necessity for better preventive measures; take, for instance, tuberculosis, how can the poor make proper provision for the treatment of the disease at home. In Lancashire we have a total of 452,366 tenements; of these 344,517 had four rooms or less, and of these 128,000 had two or less. With such miserable accommodation as that, if you are to prevent the spread of the disease you must have proper provision for its treatment, and that provision is best made in the hospitals.

5. That the hospitals have been of enormous benefit to the poor, and now have the confidence of the poor as they never had before, is known to every one who has a knowledge of the facts.

The mortality returns prove that; the figures for the last decennial period are :—

Year.	Deaths.	
	In Workhouses.	In Lunatic Asylums.
1894 - -	37,322	6,332
1904 - -	48,884	9,751

and it must be borne in mind that the mortality was 4 less in 1904 than it was in 1894. In 1904 the deaths in the voluntary hospitals, though they get nearly all the accidents, only numbered 32,000 as compared with the 48,000 in Poor Law institutions.

6. I think the area of the unions might be extended. The railway and the ambulance have effected a revolution both as regards the removal of the patient and the visiting by the friends of the patient; by so doing you could obtain better classification and relieve your sick wards from the presence of noisy and troublesome imbeciles who are such a source of discomfort to those suffering from acute disease in the wards.

2. THE RESPECTIVE FUNCTIONS OF OUTDOOR AND INDOOR MEDICAL RELIEF AND THE QUESTION OF THE DESIRABILITY OF MAKING ONE MEDICAL OFFICER RESPONSIBLE FOR BOTH BRANCHES OF SUCH RELIEF IN A UNION.

7. Circumstances alter cases, and outdoor and indoor medical relief occupy very different positions in rural and urban districts. The terrible overcrowding in our large cities, though overcrowding exists also in rural districts, is to me a very strong reason against outdoor medical relief in towns, but in the rural districts for cases of chronic bronchitis and chronic rheumatism provision can no doubt be made outside, but in the crowded cities it is better both for the patient and his friends that the former should go to the hospital and the latter be free to follow their usual occupations.

8. As to the desirability of making one medical officer responsible, if it proposes to appoint a superintendent medical officer like a superintendent relieving officer I am afraid it would lead to considerable friction, and am also afraid it would cause a large amount of opposition from the medical profession. If it proposes to make one medical officer responsible for in and out medical relief, that is quite impracticable in the unions with 150,000 and 190,000 acres; one man could not possibly cover the ground, and in a union with a population of 250,000 he could not possibly give adequate attention to the cases.

9. Sooner than attempt such an impossibility I should prefer to let the patients having obtained a medical order select the medical man they like, as they do in the case of vaccination in Scotland. If the medical man is, of course, willing to attend such cases, the guardians to pay him a fair remuneration for his work on the number of his cases.

3. PUBLIC MEDICAL ASSISTANCE AND ITS RESULTS IN THE UNITED STATES.

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10. Medical relief has, I believe, very much improved in the States during the last few years, due, no doubt, to a considerable extent to their conferences on charity and correction, which correspond to our Poor Law Conferences.

Poor relief in the United States, Massachusetts, etc.

11. In the "towns," that is "parish," the annual town's meeting elects the supervisor and usually two overseers of the poor. To a considerable extent "town" care is giving way to "county" care—that is "union" care—and things are better there, but still, so far as concerns the sick poor, England is *facile princeps* compared with the United States.

12. Take the case of the State of Massachusetts, a very progressive state with a population of 3,003,635. In that state there are 203 almshouse buildings; of these 179 are of wood, some of them mere shanties, 19 brick, and 9 mixed. In 120 there are bath rooms and water-closets. In 146 there are one or more sitting rooms, the other 57 have no sitting-rooms. Many of the so-called almshouses have a dozen or less inmates.

13. The numbers as compared with Lancashire are—

—	In-door.	Out-door.	Vagrants.	Rate per 1,000	Population.
Massachusetts	18,858	24,627	599	* 26·89	3,003,635
Lancashire -	34,111	52,236	2,286	20·6	4,437,618

Comparison of number and cost of paupers in Lancashire and Massachusetts.

14. As regards cost of Poor Law relief, it was—

—	Full Support.	Partial.	Aggregate.	Cost per Inhabitant.
Massachusetts	\$1,348,965	\$974,938	\$2,502,935	\$1·44
Lancashire -	£405,176	£238,147	£643,323	s. 2·10½

15. The average weekly cost per case in Massachusetts was at almshouses, \$2·88; insane hospital, 3·25; partial support \$0·91·8.

16. It must not be forgotten that charity organisation societies are in the States practical and not theoretical societies.

17. In New York they have realised the evil effect of indiscriminate medical relief, and in consequence are in front of England in this matter.

18. The Dispensary Law, in 25 Sec. 368, law of 1899, directs that—

Provisions regulating dispensaries in the United States.

"All dispensaries where medical advice is given, if supported wholly or in part from trust funds or other sources, must be licensed and must give the applicant a pass card on the reverse of which is printed—

"Any person who obtains medical or surgical treatment on false representations from any dispensary licensed under the provision of this Act shall be guilty of a misdemeanour, and on conviction thereof shall be liable to punishment by a fine of not less than \$10 and not more than \$250." (Imprisonment until fine be paid may be imposed.)

19. All dispensaries are inspected as they ought to be here, and also have to show how the money received has been expended.

4. COLONIES FOR THE INSANE AND EPILEPTIC.

20. The present state of the law as regards the above classes is very defective, county councils and county asylums boards can provide for the insane epileptics but not for the sane. The only State provision for this unfortunate class at the present time is the gaol and the work-house; the number of deaths in gaols for which the assigned cause is epilepsy is, I am afraid, higher than it should be, and it is quite possible that cases of epilepsy that should be in an asylum are in gaol.

Defects in existing provisions for dealing with sane epileptics.

* In the Massachusetts Report the ratio is given on the whole number for the year, the numbers of in and out-paupers is that on June 1st, 1905.

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Agriculture the best treatment for epileptics and idiots.

21. Dr. Peterson, the Commissioner of New York, who has taken an enormous amount of interest in this class, puts the ratio at 2 per 1,000, and Dr. Spratling is of opinion that it is certainly not too high; personally, I should put it rather lower for England, but not lower than 1.5 per 1,000. The best treatment for epileptics and idiots is employment on the land; at the present time all occupations almost are closed against them, and therefore, reduced to enforced idleness, they must degenerate more rapidly than they would if properly employed.

Chorlton and Manchester joint colony for epileptics and smooth administration thereof.

22. It was with the object of improving the lot of this unfortunate class that I got the Chorlton and Manchester Guardians to appoint a joint committee of twelve members, 50 per cent. from each, to establish a colony. I have been chairman of the committee since the first meeting, and have had no trouble in conducting the business; the committee has worked as smoothly as a county council committee, and the members living closer to the place of meeting can meet oftener and devote more time to the work than if they had to travel thirty or forty miles to the meeting.

Foreign epileptic colonies, their results and cost.

23. I know the epileptic colonies of the United States, Germany, and Switzerland, and the patients in them are certainly happier and brighter than in workhouses.

24. The cost appears to be higher, but a considerable part of the apparent increases is due to the fact that in the workhouse the cost includes all able bodied and aged, who require few attendants; in the colony you have the cost of the keep plus the cost of attendance.*

Proposal that guardians, or in default county councils, should establish epileptic colonies.

25. I think boards of guardians should be allowed until January 1, 1910, to combine and establish colonies; failing, the county council or two or even more county councils should be compelled to make provision for this class.

Advantages of enlarging Poor Law area for classification purposes.

38899. (*Chairman.*) In the earlier part of your statement you lay stress on the paramount importance of trying to improve the health of the people, and to minimise the terrible loss, looking at it from the economic and financial point of view which occurs annually to the nation from sickness. You also point out what an enormous proportion of the hospital accommodation for the poor of this country is provided by the Poor Law. The suggestion which you make for the improvement of indoor medical relief is, I think, that the area of the unions should be enlarged?—Yes, I think it might be with advantage. It is very difficult to classify paupers, especially the sick poor, in a very small union. I will give you an example that occurred some years ago. In a certain union there was a case of acute pneumonia in a woman, and the next bed to her was occupied by a case of acute mania, and that woman was shouting out every minute. What chance had the first woman of getting better? Those cases are common, and the mixture of the insane and the sick is a very great injustice to both cases.

38900. Did you contemplate having an area so large that there might be separate institutions, say, for the different classes of disease?—In this case I was thinking more of having one good union hospital than having a large number of small ones.

Difficulty of having one medical officer for both in and out medical relief.

38901. Leaving the question of indoor medical relief, do you consider, having regard to the relation of outdoor to indoor medical relief, that in your judgment it would be difficult to make one medical officer responsible for both?—It would be impossible in the large unions, I should say.

Proposal that each out-pauper should choose his own district medical officer.

38902. To get over that difficulty, I think you would suggest that the out-patients should be allowed to select the medical man that they like?—Yes. That, I believe, is the case in some parts of Germany. I think it is an injustice to some of the patients that they should have to send for a man whether they like him or not. I think it would be better to give them an opportunity of sending for the man they like; calculating over, say, a thousand cases what ought to be paid to the man, and then pay him by fees.

38903. That of course assumes that the medical man they send for or prefer would be under a contract with the

Poor Law guardians to give at a fixed price the attendance required?—Yes. I should let him be put on a list if he liked.

38904. You would give the patient the option of selecting any one who was on the list?—Yes, I would.

38905. You have given a great deal of attention, have you not, to the medical assistance which is in operation in the United States?—Chiefly for the feeble-minded and epileptic.

38906. And you have given us in your statement some instructive figures?—I have given you the figures of Massachusetts.

38907. You give the cost of the Poor Law relief in Massachusetts and Lancashire, and it comes out in the last column 1 dollar 44 cents, which would be practically 6s. per head in Massachusetts as against 2s. 10d. in Lancashire?—Yes.

38908. So that it is much higher out there in Massachusetts?—Yes, but there is no comparison between poor relief in the United States of America and poor relief in England. Poor relief in a great many of the States of America is very much like our old parochial relief.

38909. Do you mean that it is lavish?—No, but it is a bad system. There are small places with about fourteen or twenty paupers only in them, and they will have a master and a matron in each of those little places.

38910. So that though the cost is greater you would say that the accommodation or the treatment given is inferior?—Decidedly.

38911. In the last part of your statement you give us something important, which I think is at the same time new. It appears that in New York there has been an effort made to stop indiscriminate medical relief?—Yes, there has.

38912. And there is a law, I understand, of a rather stringent character?—Yes.

38913. Perhaps you would expand what you have said upon that?—I have here the report of a Special Committee of the State Board of Charities on the Rules and Regulations of Dispensaries, from which I may read these notes—"Rule I. requires that each dispensary shall post a notice conspicuously in the waiting or reception room, announcing the fact that the dispensary has been licensed by the State Board of Charities to furnish medical and surgical relief to the sick poor who are unable to pay for the same. Added to this notice is the penalty for false representations by applicants in their efforts to obtain medical or surgical relief. It is believed by the committee that this notice will prove deterrent to those applicants who are able to pay for the services of a physician or surgeon. Rule II. creates 'the registrar,' a new office in the dispensary, or rather gives a new and uniform title to an officer now known as the 'house physician,' etc. The advantage of such a provision will appear in the appointment of a competent person in each dispensary to have charge of the daily management of its routine duties; the keeping of its records; and the enforcement of the rules and regulations. Rule III. is the most important of the series because it aims directly to correct the alleged abuse of the indiscriminate treatment of applicants. It has three sub-divisions as follows:—(1) This part prescribes the rules governing the registrar in determining the question of admission of individual applicants. Two classes are to be at once admitted to treatment, viz., emergency cases and those evidently poor and needy. A third class consists of those cases as to whose ability to pay for medical relief there is doubt; these are allowed a first treatment and then they are to be investigated. In order to render this investigation, which must be attended with some expense, as little embarrassing as possible to the dispensaries, they are allowed to employ their own officers or any reliable agency, but the results of the investigation must be made in writing and filed in the dispensary. In large cities, such as New York, Brooklyn and Buffalo, these investigations may be made by their respective Charity Organisation Societies. A fourth class consists of those who refuse to sign the card of admission; this class is rejected. (2) This part contains the form of an admission card. On the same card is printed the representations to which the applicant subscribes and the registrar attests, and

* The cost at Alt Schorbits was £20 per annum. At Uchtsprings 1/2½ per day. At Bielefeld the cost is about £25 per annum.

regulations which is to be filed among the permanent records of the dispensary. The representations which the applicants make cover those subjects most liable to conceal the frauds hitherto practised upon the dispensaries. (3) This part requires that the usual pass card, issued to the applicant and retained by him for presentation on each visit to the dispensary, shall give specific information as to his legal obligations, with a quotation of the penal section of the law. Rule IV. provides that a woman nurse shall be present at gynaecological examinations and operations. Then seats must be provided in the dispensaries, and the sexes must be kept separate; and there is a very useful rule which provides that if they make false statements they are liable to a penalty of from 10 to 250 dollars."

38914. That is with respect to out-relief so to speak; is there a similar set of laws as regards hospitals?—The hospitals are inquired into by the friendly societies and the Charity Organisation Society, which is a very large thing in America. I should think the offices of the Charity Organisation Society in New York are as large as the Westminster Palace Hotel.

38915. Nobody is allowed to obtain medical or surgical treatment if he can afford to pay for it?—That is so.

38916. And a rigid inquiry is made?—Yes. I believe myself that the lavish way in which relief is given at the hospitals and dispensaries here, does tend to produce pauperism. It is like blood to a tiger.

38917. Going back to America, patients have to state what their resources are?—Yes.

38918. And a false statement subjects them to a penalty?—Yes.

38919. Is that enforced?—I believe it is.

38920. So that practically you may say the law is designed to prevent anybody getting medical relief in the State of New York, who is able to pay for it?—I know that a great many have refused to sign, and have gone away.

38921. Not having got the medical relief?—They have not got it, because they would not sign.

38922. Your view is that in this country there is some risk in giving free medical relief?—Yes. For instance, in the case of accidents, large numbers of skilled artisans go to the hospital, say, because they have got a finger crushed; there they get relief, and they keep on going to that hospital till it is cured. But those men are perfectly well able to afford to pay their own doctor.

38923. Are there any free hospitals in America?—Do you mean where you can go without any inquiry?

38924. Where a person is taken in and gets free treatment?—There are plenty of them where they get free treatment if they are proper cases.

38925. But there would be an inquiry?—Yes.

38926. And practically, they would pay according to their ability?—In some of them they would. Take the case of a man with cancer; they would take that man in at once and operate on him. But supposing it was a case of chronic bronchitis, and he could afford to pay, if they did take him in he would have to pay.

38927. But as regards operations or very costly treatment, a person would get all that gratuitously?—Yes. There are two reports here which perhaps I could put in, on tuberculosis in the States and the prevention of tuberculosis. (*Handing in same.*)*

38928. (*Sir Samuel Provis.*) You would advocate rather larger unions than at present exist, would you not?—Yes. I think the expansion of the railway system and the trolley car and all of those things, enable friends to go and see a case much easier than they used to be able to do.

38929. Are you thinking more especially of a case like Manchester, where you have three unions in one town?—That is a case where you might perhaps amalgamate; but I was thinking also of the rural unions.

38930. How far would you carry that in regard to the rural unions?—I cannot answer that.

38931. I do not press you to say exactly what area you would suggest, but do you think you could take a very large area indeed, like a county?—You might take a much larger area than you have at the present time in some cases, I think.

38932. Supposing you did that, how would you meet the objection which you referred to just now about the paupers saying that they were a long way off their friends?—I do not think if unions were made double the area they were when the old Act was passed, that, having regard to the facilities people have now of getting to see their friends, it would take them as long to get to see their friends as it did.

38933. So that, you would have a larger area than is common now?—Yes.

38934. But not so extensive an area as, say, a county?—No.

38935. With regard to the plan you suggest of outdoor paupers being allowed to choose their own doctors, you mean, I think, that they should choose them within the limits of the union?—I should expect they would do. I should say that only men in the union would be on the medical officers' list of the union.

38936. Would you propose to pay them per case?—Yes.

38937. And to take into account at all the distance that they would have to go?—Yes, I think you ought to take that into account.

38938. That might be important if you had very large unions, might it not?—I think you would find that as a rule they would take the doctor who was pretty near them.

38939. I was thinking that you might possibly have a case of some favourite doctor in the locality?—I think you will find that the average man will take the doctor pretty near him. You must take the man in the street—the average man.

38940. You, I think, were chairman of one of the first of the Joint Committees under the Act of 1879?—I was.

38941. And are still?—And I am.

38942. Are you quite satisfied with the working of the arrangement?—Quite.

38943. You do not suggest any alteration in it, but rather its extension, if I rightly understand?—Yes. I think you would get more by an extension of the system. For instance, supposing you said that on or before 1910 every union must provide accommodation for epileptics and imbeciles, then till 1910 I would give them power to provide voluntarily, but if they did not do it by then I should be inclined to say they must.

38944. Does that at all effect your opinion as to the need for making larger unions, on the ground that you might, by means of combinations, attain the end which you have in view?—With regard to epileptics, the feeble-minded, and that class, yes; but I think for the others you would still require to have larger unions in order to get proper classification in your workhouses.

38945. (*Mr. Chandler.*) You speak in paragraph 3 of efficient medical assistance for the poorest class being absolutely needed, and you mention in the next paragraph that that provision is best made in the hospitals. Do I understand that running right through your statement there is the assumption that the Poor Law union hospitals are the best ones for free medical treatment?—I can say this, that I believe unions like Nottingham, Birmingham, Manchester and Liverpool, provide as good treatment in their hospitals as you are getting in any hospital. The Commissioners have seen these hospitals, and I think some of them will agree with me that first-class provision is made in them.

38946. In your statement at least you seem rather opposed to separate medical relief from the Poor Law?—I believe it is as good a system as you can have at present. There is something against every system, of course.

38947. With that recommendation of yours is an alternative of selecting a list of medical men to be called upon if required or if needed by patients?—Yes.

38948. That is the only suggestion you have of an alternative to the present system?—I think that that would meet the case.

38949. Just one word about the treatment of epileptics which you have taken such a deep interest in. Is the form of epileptic colonies expected to be curative?—The Craig Colony cures about 6 per cent, and the Ohio Colony Colony cures about 10 per cent. I have some books here upon that, which I will hand in. (*Handing in the same.*)* You will see that they take two years without a fit as giving proper grounds for thinking they have cured a case.

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Question of need to enlarge Poor Law area in view of guardians' existing powers of combination for special purposes.

Comparison of treatment in Poor Law and voluntary hospitals.

Proposal that each pauper should choose his own district medical officer.

Curative effect of epileptic farm colonies.

* Not printed in Appendix.

* Not printed in Appendix.

Mr. J. M. Rhodes, M.D. 38950. And that is attributed to the treatment they have received?—Yes.

28 Jan. 1907. 38951. That would be similar treatment to that which you expect to get in the Joint Colony of which you are Chairman?—Yes, very much the same.

38952. Has that started yet?—Yes, it has.

38953. It has actually commenced operations?—Yes, it has got about forty patients in now, I think.

38954. (*Mrs. Bosanquet.*) Are those patients made in any degree self-supporting?—Yes. We have over 100 acres of land, and employment on land is the best thing for them. They find that these epileptic cases have more fits on a Monday and on Boxing-day and the day after Thanksgiving Day, because they have no work on those days, and have perhaps extra good feeding. It is also usual, as I say, to find there are more fits on the Mondays.

38955. Do you know at all how far they become self-supporting?—No, I cannot tell you that. But they raise a very large amount of the food they use in Ohio and Craig Colony.

Proposed farm colonies for the feeble-minded. 38956. Do you think you might treat some of the harmless insane in the same way?—If I had my way with imbeciles, I would take them all out of the work-houses, and put them in plain buildings.

38957. Also on the land?—On the land.

38958. Would you allow for any good results from their being partially self-supporting?—Yes, you could get them partially self-supporting, but what I want to prevent is the multiplication of the unfit. I believe in the isolation of this class of cases, especially of the feeble-minded girls.

38959. Would you cure the feeble-minded there, too?—Yes, I would put the feeble-minded girls on the land too.

Need for power to detain feeble-minded. 38960. You would want compulsory powers of detention, would you not?—Yes. It is not easy to draw a line, but I think you would require to have it.

38961. Would you apply that to feeble-minded men also?—Yes, decidedly.

Question of one medical officer for both in and out medical relief. 38962. (*Dr. Downes.*) On the question of medical out-relief, do you think it would be possible for a superintendent medical officer, if he had a sufficient number of assistant medical officers, to deal with a large urban district?—It would be very difficult to do it. Do you mean to do anything else but Poor Law work?

38963. In one of the London unions there is at the present time an experiment being made of the medical superintendent supervising a certain portion of the outdoor medical relief, with the help of assistant medical officers who give their whole time; I do not know whether you have considered the possibility of an experiment of that kind?—I have not considered it, but I am afraid it would not work.

Selection by paupers of their own district medical officers and difficulties thereunto. 38964. In regard to the selection of the medical men by the patient, how would you deal with the possibility of one man giving recommendations for extras much more freely than others?—If his account came to a very much larger average than the others, I would have an inquiry into it, at once.

38965. And if it continued to be so?—Then I should suspend him and appeal to the Local Government Board.

38966. It might be difficult to deal with, might it not?—Yes, but I think it can be dealt with.

38967. You would check him by comparison with the other men?—Yes, I would.

Comparison of medical relief in England and America. 38968. You tell us as regards the sick poor, England is *facile princeps* compared with the United States?—Decidedly.

38969. Can you tell us in what particulars?—The hospitals are better fitted, and better nursed; the masters are superior, and the whole get-up of the place is better.

38970. Would you extend that to the country work-houses, or are you speaking now of the large urban infirmaries?—I am speaking of the large urban infirmaries, but I think if you take those particulars that I give, you will find that a great many of the poor-houses in the State of Massachusetts in which the sick poor are kept are nothing better than shanties.

38971. So a well-administered country workhouse might be in advance of them?—Yes.

38972. You have had a long experience of medical relief under the Poor Law, I think?—Yes.

38973. Comparing it generally as it is now with what it was in former days, what have you to say?—It is very superior to what it used to be.

38974. Do you consider that the sick poor are well cared for in England, taking them as a whole?—Taking them as a whole, yes; but there are exceptions, and I think my system would tend to competition among the medical officers for the better treatment of the sick poor.

38975. You are speaking of the outdoor sick now?—Yes.

38976. With regard to the indoor sick, what do you say of them and their general care now?—I would say it is very good. It is better than the care a man gets at home—a very great deal. The trained nursing has made an enormous improvement.

38977. When you were in America did you visit any of the paying wards of their hospitals?—No, I do not think I did.

38978. I think they have a system whereby the principal hospitals will take paying patients?—Yes, the same as they have in the asylums in Germany. They have Class 1, Class 2, and Class 3.

38979. What would your view be of the introduction of paying wards in municipal hospitals?—I think you might allow them.

38980. Would they meet the wants of a class which has now a difficulty in finding hospital accommodation?—Decidedly.

38981. As to the areas of administration, for classification purposes would you prefer one large area to a combination of smaller areas, from the administrative point of view?—As long as I got the thing I should not care.

38982. Have you met with any difficulties in administration under combinations?—No, I have not. You could not tell who were members of the Chorlton Board and who were members of the Manchester Board that sat there. It has never arisen in that case.

38983. (*Mr. Gardiner.*) You have had a wide experience of the Poor Law. Have you not heard of cases where at the expiration of a certain time one of the parties has wished to withdraw?—Yes, I have.

38984. Is that not rather serious?—I have also heard of boards refusing to combine, and I am sorry for them.

38985. (*Mr. Phelps.*) You heard some of the evidence which was given in the earlier part of the day, I think?—I did.

38986. You heard something about the difficulties of giving medical relief under the Poor Law. Is that consistent with your experience?—I should not say it is. There is one thing I should like to point out about urgent relief. The overseer can give an emergency order for medical relief, and he can give an order for admission to the workhouse itself—

38987. A pauper can go to an overseer, or he can go to a guardian, can he not?—A guardian has not the power. I do not know in my union a single case where the medical officer would not go without any order at all if he was sent for in an urgent case.

38988. Do you propose then there should be power to ask for an order subsequently?—A great deal has been said about the midwifery orders, and I can say that I have known midwifery orders given three days after the operation. The medical officer has come and operated and then sent the case down and told them to get an order.

38989. Do you think that in practice difficulty does not occur?—No, it does not.

38990. And you have some years' experience as a guardian, have you not?—Twenty-three or twenty-five years.

38991. You say in Paragraph 16: "It must not be forgotten that charity organisation societies are in the States practical, and not theoretical societies"; what does that mean exactly?—They are a great deal more practical in the States than they are here, in fact even in New York they go so far as to run a pawn-shop.

Improvement in medical relief.

Advantages of selection by paupers of their own district medical officers.

Treatment of sick in Poor Law hospitals

Foreign system of paying-wards in municipal hospitals and question of its application to England.

Combinations of unions for special purposes and their difficulties.

Question of inaccessibility of medical relief; overseers' power to give relief; attendance district medical officer without a relieving officer's order, etc.

Character American charity organisation societies; their pawnshops, etc.

38992. I thought that in New York the Charity Organisation Society does not relieve at all?—On the other hand they run this pawn-shop.

Chorlton and Manchester joint epileptic colony.

38993. With regard to your establishment which some of us visited at Langho, and which we are very much interested in seeing; what number of patients do you anticipate putting there?—It will be full as it stands now with about 200, but the boiler houses and the administrative block, and electric light stations are all made for 500 at least.

Comparative advantages of large and small institutions for epileptics.

38994. Do you think that there is any danger in massing such large numbers together?—Not if you separate them into cottages as we do. They see other people as bad as themselves, and it gives them a sense of self-respect. They do not feel so inferior to other people as they do outside when they are the only epileptic ones among a lot. You must remember that an epileptic has a sense of inferiority.

38995. I quite understand separating them from the people in the workhouse, but do you think that generally a large establishment on that scale has advantages over a series of small homes?—Ours is a series of small homes.

38996. But you see the difference I was pointing at?—Yes.

38997. How would you state the advantages of a large institution?—A large institution should be run at a lower cost than the small ones, and the patients are as independent in their cottages as the people are in a lot of the houses.

Agricultural work for epileptics and its curative effect.

38998. When the ground thereabouts has been got into order and laid out, what is your idea of occupation for the epileptics?—Working on it and growing their own vegetables, potatoes and that kind of thing.

38999. Would you take all the land into cultivation?—All that we can.

39000. Do you find any distinction between the effect upon the men and the effect upon the women?—We have not had it long enough yet, but there is no doubt that if you can employ both the men and the women on the land, they are the better for it and have fewer fits and degenerate less rapidly.

39001. As far as you have gone, has the effect upon the men been better than the effect upon the women?—I cannot answer that.

Advantages of larger areas for Poor Law purposes.

39002. (*Mr. Bentham.*) With regard to the size of area, do you think that if a large urban area like Manchester, Salford, and part of Prestwich Union were all one union, the classification of inmates could be carried out by institutions for each separate class with advantage to Poor Law administration generally?—Yes, it might be to a certain extent; but I was thinking of large areas of rural districts chiefly.

39003. Providing an exception were made with regard to large urban areas, do you see any advantage in having one common administration over an area? Several points might be gained, might they not; for instance, there would be uniformity of relief over the whole area?—Yes, and you might have uniformity of dietary and that kind of thing.

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39004. Do you think that might be done with advantage to Poor Law administration generally?—Yes, I think so.

39005. Has there been any attempt at closer co-operation between the health authorities in your own district and the Poor Law authorities?—I believe we have always supplied every information that we were asked for by the medical authorities.

Co-operation between Poor Law and sanitary authorities.

39006. With regard to assisting the health authority in detecting a case of infection, have they ever made overtures to the Poor Law authorities to give assistance on any given line?—If there is any infection the medical officer is bound to make it known, no matter whether he is the union medical officer or another medical officer.

39007. Therefore it works automatically?—Yes.

39008. In other directions can you say that any closer co-operation between the two would be any advantage to the public health?—I have not seen that yet, but I am open to conviction.

39009. Do you see any danger in a transference of the out-door medical relief to the health authority, with all its incidental relief in kind for the improvement of the physique of the people treated?—I am afraid you will make a very great danger of increasing pauperism if you make it a municipal affair.

Danger of transferring medical relief to the sanitary authority.

39010. Would it not increase very largely the medical comforts? We have heard to-day from several witnesses that there is a great want in the homes, apart from medical assistance, of the ordinary necessities of life, and it has been advocated that the health authority should be empowered to grant those. Where would that lead in your union?—There is a great want of the proper necessities in the homes of workmen who work for their living and keep themselves.

39011. Do you think that the health authority's assistance might be extended to those houses?—I think it would tend to jeopardise their position. If you give lavish relief that will tend to increase pauperism.

39012. Then the extension of relief on those lines you would look upon with some degree of alarm?—Yes. I look upon it very much as I should look upon the system of relief in a certain union which I will not name, which has been an example before the country.

SEVENTY-SEVENTH DAY.

Tuesday, 29th January, 1907.

AT THE FOREIGN OFFICE, DOWNING STREET, S.W.

PRESENT.

The Right Hon. Lord GEORGE HAMILTON, G.C.S.I., etc., etc., etc. (*Chairman*).

Sir SAMUEL B. PROVIS, K.C.B.
 Mr. F. H. BENTHAM.
 Dr. A. H. DOWNES.
 The Rev. T. GAGE GARDINER.
 Mr. GEORGE LANSBURY.
 Mr. C. S. LOCH.
 Mr. T. HANCOCK NUNN.

The Rev. L. R. PHELPS.
 The Rev. H. RUSSELL WAKEFIELD.
 Mrs. BERNARD BOSANQUET.
 Mrs. SIDNEY WEBB.
 Miss OCTAVIA HILL.
 Mr. FRANCIS CHANDLER.
 The Right Rev. The LORD BISHOP OF ROSS.

Mr. J. JEFFREY (*Assistant Secretary*).

Dr. FORD ANDERSON, M.D.; Dr. JAMES ALEXANDER MACDONALD, M.D.; Dr. H. LANGLEY BROWNE, M.D.;
 and Mr. JAMES SMITH WHITAKER, M.R.C.S., L.R.C.P., called; and Examined.

Drs. F. Anderson, M.D., J. A. Macdonald, M.D., H. L. Browne, M.D., and Mr. J. S. Whitaker, M.R.C.S., L.R.C.P.
 39013. (*Chairman*.) You, gentlemen, appear representing the British Medical Association, and you have prepared a statement comprising recommendations which you propose to lay before this Commission?—(*Mr. Whitaker*) Yes. (*The Witness handed in the following Statement.*)

BRITISH MEDICAL ASSOCIATION.

STATEMENT OF THE EVIDENCE PROPOSED TO BE GIVEN ON BEHALF OF THE ASSOCIATION BEFORE THE ROYAL COMMISSION ON THE POOR LAWS AND RELIEF OF DISTRESS WITH REFERENCE TO POOR LAW QUESTIONS.

British Medical Association's circular to Poor Law medical officers.

1. The British Medical Association, which includes 20,000 medical practitioners, has endeavoured in submitting its evidence to the Royal Commission to give expression to those opinions which the Association believes to be generally accepted in the medical profession.

2. The Association has circulated inquiries to all the Poor Law medical officers in England and Wales, over 3,500 in number, and a careful analysis has been made of the replies received. The evidence now submitted has been prepared after careful consideration of the information thus obtained and is to be taken as representing the conclusions of the Association based thereon, except those statements which are specified as those of the medical officers themselves.

A.—CONDITIONS OF EMPLOYMENT OF POOR LAW MEDICAL OFFICERS.

Salaries.

Question of adequacy of Poor Law medical officers' salaries.

3. The information obtained by the Association from Poor Law medical officers does not indicate the existence of any general grievance as regards inadequacy of ordinary remuneration, but in some districts the salaries paid to Poor Law medical officers are entirely inadequate and attention must be drawn to the absence of any uniform principle in fixing such salaries.

4. In fixing salaries more regard should be had than some local authorities give at present, to considerations affecting the amount of work to be done, such as the total population, the population per acre, or the size and shape of the district.

Special Fees for Operations and Midwifery.

Special medical fees for operations and midwifery.

5. It is desirable that local authorities and medical officers should not be allowed in any case to contract out of the Poor Law Order 177 as regards operations, or Orders 182 and 183 as regards midwifery.

6. With regard to Orders 182 and 183, the Association has evidence of a tendency to throw upon the parish doctor, either without extra payment or at the expense

of the rates, duties of attendance upon patients previously under the care of midwives, for which such patients could, and should, be required themselves to pay.

Supply of Drugs and other Materials.

7. The salary of Poor Law medical officers should be suggested made entirely independent of the supply of drugs, serums, reforms as to surgical appliances, and other materials, and should be fixed in consideration of medical attendance and medical services only.

8. Drugs and other materials should be provided under separate contracts, which may be made, as circumstances may render advisable in different districts, either with the doctor himself, with chemists, or otherwise.

9. In the interests of public health it is particularly desirable that provision be made at the public expense for the supply of substances, such as antidiphtheritic serum, which are necessary for checking infectious disease.

Consultations and Special Assistance.

10. The Association considers that attention should be drawn to the fact that, in a large number of cases, medical practitioners are called in in consultation, and are not paid for such services.

11. This tends to prevent those who receive medical relief under the Poor Law from having the benefit of such special attention in exceptional cases as their condition may require.

12. It is, therefore, recommended that, in the public interest, the Poor Law authorities should in all cases pay fees for consultations and special assistance, including the administration of anæsthetics.

Recovery of Fees by Medical Officers.

13. As a matter of justice to medical officers, it is submitted that in cases in which the guardians are able to recover, from the estate of persons who have received relief under the Poor Law, repayment of the cost of such relief, recovery should also be made of fees to be paid to the medical officer for the attendance given by him to such persons while they were supposed to be entitled to his services under the Poor Law.

Clerical Work for Medical Officers.

14. Workhouse medical officers should not be required to do book-keeping and other clerical work of kinds that could equally well be done by other persons, but such work should be carried out as far as possible by the master or his clerical staff, and the medical officer merely required to consider, and initial when approved, those records which are deemed to need his supervision.

Holidays for Medical Officers.

Recognised holidays for medical officers.

15. The Association considers that the principle already acted upon in a few unions should be applied generally, namely, that each Poor Law medical officer should be allowed a definite holiday every year, during which the expense of employing a substitute should be defrayed by the Poor Law authority, provision of a substitute during any leave of absence granted beyond such annual holiday being at the expense of the medical officer himself.

Association of the Office of Public Vaccinator with that of Poor Law Medical Officer.

The question of uniting offices of public vaccinator and Poor Law medical officer.

16. The Association considers that the appointments of Poor Law Medical Officer and Public Vaccinator should not be necessarily combined, though in many cases they may conveniently be held by the same persons; in all cases the remuneration for the two offices should be fixed independently.

Superannuation.

Proposal to make all England one area for superannuation purposes.

17. The area of the Poor Law Union is too small to afford a satisfactory unit for superannuation; the contributions to the superannuation fund throughout the country should be pooled, and the payments made from the common fund, in order that proper regard may be had to continuous service in successive districts.

18. Attention is particularly called to the hardship affecting non-resident medical officers, namely, that their appointments being made for limited periods only, although they have paid towards the superannuation fund for many years, the guardians in many cases deliberately refrain from reappointing them when near the age for superannuation in order to escape payment.

System of Appointment of Poor Law Medical Officers.

Attitude of British Medical Association to State Medical Service; unlimited number of district medical officers; present system, etc.

19. The Association has had under its consideration three systems of appointment of Poor Law medical officers, namely:—

(a) The creation of a State Medical Service consisting of whole-time officers to whom perhaps other duties in addition to that of Poor Law medical officer would be assigned.

(b) The appointment of special officers devoting as a rule only part of their time to Poor Law work (the present system).

(c) Appointment of no special officers, provision being made whereby any patient receiving medical relief under the Poor Law may be attended by any local medical practitioner who has previously intimated to the guardians his willingness to undertake such work in accordance with the regulations of the service for the time being.

20. In the opinion of the Association there is no general dissatisfaction in the medical profession with the present system of appointment, but there are some members of the profession who have paid special attention to the subject who would prefer the system (a), and others who would prefer the system (c).

Non-Resident District Medical Officers.

Question of non-resident district medical officers.

21. The present system of control by the Local Government Board of cases in which it is proposed to appoint non-resident medical officers is satisfactory in principle, but in the opinion of the Association the powers of the Local Government should be more frequently and more strictly exercised than at present.

B.—QUESTIONS OF MEDICAL RELIEF NOT SPECIALLY AFFECTING CONDITIONS OF EMPLOYMENT OF MEDICAL OFFICERS.

Relation of Poor Law Administration to Hospitals.

Question of overlapping between voluntary hospitals and Poor Law medical relief.

22. Inquiries which have been made as to the extent to which patients are being treated at out-patient departments of hospitals, who ought to receive medical relief under the Poor Law, and as to the extent to which patients are being relieved under the Poor Law, who ought to be treated as out-patients of hospitals, do not indicate any general prevalence of such arrangements.

23. The attendance at out-patient departments of general hospitals of persons who are in receipt of relief from the Poor Law, ought to be discouraged.

Assimilation of Poor Law Infirmaries to General Hospitals.

24. The provision for the care of the sick in Poor Law infirmaries should be assimilated to that of hospitals supported by voluntary contributions, in the following respects:—

(a) As to the standard of nursing, food, and drugs.

(b) As to the provision for the performance of important operations in the institutions where possible.

(c) As to the use of the institutions for purposes of clinical medical instruction.

(d) As to the keeping of clinical records of cases.

(e) As to the institutions being open to reasonable public inspection.

25. Provision should be made for obtaining special medical or surgical assistance in Poor Law infirmaries where necessary.

Amalgamation of Groups of Infirmaries.

26. It is desirable that Poor Law infirmaries in country districts should in many cases be co-ordinated or amalgamated in order to render possible, without undue expense, the reforms suggested in recommendation 24.

27. In particular, combined infirmaries might be established for incurable cases, relieving the congestion of the workhouses.

Provision for Cases of Infectious Disease.

28. The responsibility for dealing with cases of infectious disease should in all cases be placed upon the sanitary authority.

Venereal Disease.

29. Better provision than at present should be made for the care of cases of venereal disease, and all persons suffering from such diseases who obtain relief under the Poor Law should be detained until no longer infectious.

Placing Poor Law Infirmaries and General Hospitals under Common Management.

30. The Association has considered the question of bringing Poor Law infirmaries and general hospitals under common management. Only one method has, so far as the Association is aware, been proposed up to the present for this purpose, namely, by the municipal maintenance and control of the hospitals which are now supported by charitable contributions. Opinion in the medical profession is at present adverse to this proposal.

Attendance in Emergencies.

31. Power should be given to the medical officer to attend, in cases of emergency, without waiting for an order from the relieving officer.

32. It is also recommended that it should be made possible for the medical officer to obtain special assistance in cases of emergency at the expense of the Poor Law authorities, without waiting for an order from the relieving officer.

District Nurses.

33. Poor Law authorities should subscribe to or maintain district nurses for the poor, but all district nurses should be placed under stricter supervision than at present, and should act under medical control.

C.—QUESTIONS OF POOR LAW ADMINISTRATION NOT RELATING SPECIALLY TO MEDICAL RELIEF, BUT CONSIDERED FROM THE PUBLIC HEALTH STANDPOINT.

Constitution of the Local Poor Law Authority.

34. The replies received from Poor Law medical officers show a preponderatingly adverse opinion to the present system of administration by boards of guardians, as showing a lack of sufficient uniformity in administration and a want of appreciation of those conditions which are necessary for the efficient medical service of the poor.

35. In the opinion of the Association the units of local Poor Law administration should be larger than the present unions, although the county council areas would not necessarily be suitable.

Relation of Local Poor Law and Sanitary Administrative Areas.

36. The preponderating opinion of Poor Law medical officers and the general opinion of the medical profession is in favour of making local Poor Law areas and areas of local sanitary administration identical.

Drs. F. Anderson, M.D., J. A. Macdonald, M.D., H. L. Browne, M.D., and Mr. J. S. Whitaker, M.R.C.S., L.R.C.P.

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Standard of Poor Law hospitals should be raised to that of voluntary hospitals.

Proposed combination of country unions for medical relief purposes.

The sanitary authority should be exclusively responsible for infectious disease. Need of better provision for venereal disease.

Objection to amalgamation of Poor Law and voluntary hospitals.

Need of power to district medical officer to give emergency relief without relieving officer's order. Need of extension and better supervision of district nursing.

Objections of Poor Law medical officers to existing authority for medical relief and need of larger area.

Proposal to make Poor Law and sanitary areas co-terminous.

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Classification.

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Need of classification in work-houses. Maintenance of aged in workhouses advocated.

Medical officers in favour of boarding out of children.

Proposed extension of Prevention of Cruelty to Children Acts.

Proposal to allow out-relief to deserted wives.

Proposed detention of feeble-minded unmarried mothers.

Inadequate out-relief.

Proposed increased deterrence of relief to the able-bodied.

Labour colonies.

Special provision for genuine searchers for work.

37. Classification of workhouse inmates in respect of personal character should be carried out whenever practicable; classes should also be made for the aged and infirm, for able-bodied males, able-bodied females, and children; and the British Medical Association has already, in giving evidence before the Royal Commission on the Feeble-minded, recommended that all cases of mental infirmity should be placed under the supervision of the Lunacy Commissioners.

Provision for Indigent Aged.

38. The opinion of Poor Law medical officers is generally in favour of provision in workhouses as best for maintaining, the indigent aged under healthy conditions, and that, to facilitate such provision, married couples should not be compulsorily separated.

Provision for Children.

39. The replies both of workhouse and district Poor Law medical officers show a large preponderance of opinion in favour of the system of boarding out as the best method of making provision for children under the care of Poor Law authorities.

40. Some medical officers submit evidence of suffering and injury caused to children of vicious parents by the alleged want of power under the law at present to remove children from such care, and the Association considers that the Prevention of Cruelty to Children Acts should, if necessary, be so extended as to afford power to a magistrate, by summary process, to remove from the care of vicious parents children who are proved to be receiving injury therefrom.

Provision for Deserted Wives.

41. The Poor Law authority should be empowered to make provision for deserted wives by outdoor relief where this appears to them most suitable.

Provision for Feeble-minded Unmarried Mothers.

42. Feeble-minded unmarried mothers should be detained in public institutions, and statutory provision should be made for such detention.

Outdoor Relief.

43. Grants of outdoor relief are, in some cases, inadequate for the maintenance in health of the persons so relieved. The scale of outdoor relief given to persons deemed suitable for such relief should be adequate, while on the other hand a more strict supervision should be exercised by the Poor Law authority in the selection of recipients of such relief.

Methods of Dealing with the Able-bodied.

44. Upon consideration of the information which it has collected, the Association recommends that the grant of relief under the Poor Law to able-bodied persons should be discouraged by increasing the amount of work to be done and reducing the diet.

Methods of Dealing with Incurables.

45. Labour colonies should be provided for incurables, statutory power being conferred on magistrates of commitment thereto.

Provision for Industrious Persons travelling in Search of Work.

46. Suitable provision should be made whereby genuine workers travelling in search of work may be relieved without being required to consort with habitual vagrants.

39014. (*Chairman.*) Dr. Anderson, I understand, is a member of the Council of the British Medical Association, and is a member of the Hospitals Committee of the Association?—(*Dr. Anderson.*) That is so.

39015. Dr. Macdonald is the chairman of the representative meetings of the Association, Poor Law District Officer of Taunton, and chairman of the committee which drew up the statement you have presented to us?—(*Dr. Macdonald.*) Yes.

39016. Dr. Langley Browne is Chairman of the Council and District Medical Officer of West Bromwich, and Chairman of the Sanitary Committee of the West Bromwich Town Council?—(*Dr. Langley Browne.*) Yes.

39017. And you, Mr. Whitaker, are the Medical Secretary of the British Medical Association, and you propose to give the evidence, assisted on necessary points by the other gentlemen?—(*Mr. Whitaker.*) Yes.

39018. The statement of the evidence which you have laid before us represents, as far as you know, the official views of the British Medical Association?—Yes, it has been prepared by the Council on behalf of the Association.

39019. You have taken a good deal of trouble to ascertain the views of the Poor Law medical officers. Do all the Poor Law medical officers belong to the British Medical Association?—No.

39020. The actual number of Poor Law medical officers employed is 3,500?—Yes.

39021. And to the inquiries which your association circulated you received answers from how many?—Approximately 1,900.

39022. We will begin with "A." the conditions of employment of Poor Law medical officers. There is a general feeling that in certain cases the salaries are inadequate, and it is contended that there is a want of uniformity or principle in fixing the salaries?—Yes.

39023. That depending, I assume you would contend, more on the character of the boards of guardians than on the work to be done by the medical officer?—Very largely it depends on the character of the boards of guardians.

39024. You would like to have some more uniform rule laid down as regards remuneration?—Yes.

39025. That rule would have to be laid down and enforced by a central authority?—Yes.

39026. As regards special fees for operations and midwifery, has the payment for those operations been a source of general complaint?—In certain districts. For example, generally in the Black Country the old contracts with the medical officers are still in existence, by which they are not paid specially for operations and midwifery: that is to say, the Poor Law orders referred to in the printed statement of our evidence are set aside, and it appears to the association that according to the Poor Law orders that is really illegal, and that the Local Government Board in sanctioning such contracts at all has allowed the Poor Law orders to be over-ridden.

39027. (*Sir Samuel Provis.*) What do the contracts do exactly?—They allow medical officers and guardians to contract out of the provisions of the Poor Law orders with regard to payment for midwifery and as regards payment for operations, and we consider that that is really contrary to the Poor Law orders.

39028. In those cases, is not a special order issued suspending those articles of the Consolidated Order?—I believe that has been done, and we regard that as very undesirable. We think it is unfortunate that the Local Government Board should have done so.

39029. As regards the legal question, where that course has been taken has there not been an order of that kind?—I presume so.

39030. (*Chairman.*) What is the purport of the Poor Law authority contracting out of the Act?—That the salary is made an inclusive salary for these special attendances which, according to the Poor Law orders, should be the subject of special payments.

39031. You would contend that the intention of the Act was that there should be the special payments?—That there should be special payments. For example, in the matter of midwifery, that there should be a fee not exceeding one guinea for each ordinary midwifery case, and a fee of two guineas for special cases; and with regard to operations that there should be the fees provided by the Poor Law orders.

39032. Do the operations other than those connected with confinement come under this Act?—They come under Poor Law Order 177.

39033. As regards No. 7, I think there is an almost universal concurrence of evidence that the Poor Law officers should be made quite independent of the supply of drugs?—Yes.

Number of Poor Law medical officers belonging to British Medical Association.

Number of replies to circular of British Medical Association. Inadequate salaries of Poor Law medical officers, and need for greater uniformity.

Grievances of medical officers as to special fees in operation and midwifery.

Proposed reform as to drug supply by medical officers.

39034. I do not know if you wish to elaborate that?—The association feels very strongly on the subject; we consider it very undesirable that the payment for materials should be mixed up with the salary for medical service.

39035. You go further, do you not, and say that you wish that the supply of certain substances, for instance anti-diphtheritic serum, should be gratuitously distributed?—That really is only emphasising one particular part of No. 7, because in No. 7 we suggest that serums should be independently provided for, which would mean that the Poor Law authority would have to pay for the supply; it would be the subject of independent contract. We want to point out with regard to serums that it is especially important because it tends to prevent the spread of disease.

39036. And the serums are expensive?—They are.

Difficulty as payment guardians consultants called by medical officers. 39037. As to the complaints as regards consultations and special assistance, will you just explain how it is that medical practitioners are called in in consultation and not paid?—We only know the fact that a great many boards of guardians refuse to pay for consultations. Referring to our replies, we find that amongst workhouse medical officers, of 150 who replied on this subject, eighty-five state that no payment is made to medical practitioners called in in consultation, whereas twenty-four state that the fee of one guinea is paid twenty-three state that usual reasonable consultation fees are paid, and there are other answers. Among district medical officers, out of 318 replies, 259 state that no payment is made to medical practitioners called in in consultation, twenty-nine state that a fee of one guinea is paid, and about twenty that reasonable or usual fees are paid. So there is a want of uniformity of practice, and in the opinion of the association it is desirable that fees should be paid to medical practitioners called in in consultation.

39038. Who would decide whether for purposes of consultation a medical practitioner was necessary?—In many cases the medical attendant himself must advise in the first instance. I take it that if guardians made a practice of paying, there would be some machinery for deciding whether the consultation was necessary.

39039. The medical practitioner is outside the Poor Law service?—Yes, the medical practitioner called in is.

39040. Must he come?—You could not compel him to attend.

39041. Have there been cases of refusal, do you know, by medical practitioners who knew they were not to be paid?—I have no direct evidence on the point, so I could not say. I dare say there would be cases. It makes the Poor Law medical officer reluctant to call other practitioners in when he knows they have to come simply as a favour to himself.

39042. (*Mr. Bentham.*) Do the district medical officers themselves pay in those cases sometimes?—Sometimes the district medical officer pays out of his own pocket rather than have to go without a consultation.

39043. (*Mr. Nunn.*) Do you distinguish between cases where a medical practitioner is called in quite fresh to a consultation, and those cases where it is a consultation with the medical man who has in the past been in attendance upon the patient?—We should not distinguish in principle between those two cases. In the case of such a patient as you mention it might be particularly desirable that the previous medical attendant whom he had employed privately and who could speak as to the history of the illness should be called in in consultation with the Poor Law medical officer.

39044. You have not classified them on that basis?—No; we took the general principle of consultation. The other case might be equally important, namely, of very difficult cases requiring special skill; the Poor Law medical officer might not feel equal to dealing with the case himself, and yet he would hesitate to call in the man who had that skill if he thought that he was not going to be paid, or that he himself must pay him out of his own pocket.

39045. (*Chairman.*) I should like to understand the process. A Poor Law medical officer thinks he ought to have outside assistance for the purpose of a consultation. He is not forbidden by the Poor Law guardians to call in an outside opinion?—They cannot forbid him,

and would hardly be likely to forbid him to obtain extra assistance.

39046. If he does so in certain unions, the medical man whom he calls in comes in at the risk of not being paid?—Yes, either at the risk of not being paid or of the medical officer having to pay him. There are cases in which medical officers, rather than see their patient go without the assistance that they thought they should have, have paid out of their own pocket for the special assistance they considered necessary.

39047. That is to say, the medical officer is not forbidden by the guardians to call in an outside practitioner in consultation, but he does so possibly to his own pecuniary detriment?—Or else knowing that his colleague must go unpaid.

39048. Does this apply in certain cases to the administration of anaesthetics?—Yes, it applies to the administration of anaesthetics.

39049. That would be a hardship on the Poor Law officer?—Yes.

39050. Because, if an anaesthetic were necessary, he would have to call in someone?—He must have someone in some cases to administer an anaesthetic. There are some cases in which he might take the risk of giving the anaesthetic and performing the operation himself, but it is not desirable.

39051. (*Mr. Russell Wakefield.*) Do you mean in a case where an anaesthetist is absolutely necessary to be called in, he is then not paid?—Not in all cases.

39052. (*Chairman.*) With regard to the recovery of fees, your point is that the medical officer should be able to recover fees from the estate of anybody who has received medical relief under the Poor Law in cases where the guardians are able to recover?—In cases in which it is found afterwards by the guardians that the person who had relief had private means and could afford to pay for his own maintenance and treatment, the guardians recover for their own expenses, but they recover nothing for the medical officer who has given attendance to the patient who really was not a subject of Poor Law relief at all.

39053. I suppose you are fighting for a general principle; in practice, I assume, there are not many of these cases?—No; it is a matter of principle.

39054. Then, as to clerical work, I assume the medical officers to the larger unions are very seldom required to do any clerical work?—Our only knowledge of this matter arises from the replies of workhouse medical officers themselves, several of whom refer particularly to the fact that they are required to do a good deal of clerical work, that they consider is really unsuitable for medical men to be called upon to do; that the guardians are either paying or not paying; if they are assumed to be paying, it is at a higher rate than such work is worth, for they are paying a medical man to do the work a clerk could do; and if they are not paying, the medical officer is doing clerical work for which he is unpaid.

39055. Could you give some indication of the sort of work?—I am afraid I could not say specifically. It was in the general remarks that several medical officers called attention to the fact that they were required to do it.

39056. Was the complaint a common complaint in the smaller unions?—The way it comes before us is that at the end of our specific questions we asked workhouse medical officers to name any other matters to which they desired to draw attention; this was one of those to which they drew attention more frequently than any other spontaneously. I think we had ten or a dozen who drew particular attention to this matter. (*Dr. Langley-Browne.*) A workhouse medical officer every week has to fill up the register sometimes of a very large number of patients, and he has to put down every visit paid and also the diet for each patient, and it takes a matter of some couple of hours to write that weekly report. I think that is what is referred to by the clerical assistance. It is really a great tie upon the doctor at the end of the week to sit down and write through this medical report.

Drs. F. Anderson, M.D., J. A. Macdonald, M.D., H. L. Browne, M.D., and Mr. J. S. Whitaker, M.R.C.S., L.R.C.P.

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Difficulty as to fees of anaesthetists.

Proposed payment to medical officer out of cost of medical relief recovered by guardians from paupers.

Proposal to relieve workhouse medical officer of clerical work, and nature of such work.

Drs. F. Anderson, M.D., J. A. Macdonald, M.D., H. L. Browne, M.D., and Mr. J. S. Whitaker, M.R.C.S., L.R.C.P. 39057. It is mainly in connection with the diet, I presume?—With the diet and the visits he paid to each patient and the medicines they may have had have to be entered as well.

39058. (*Mr. Nunn.*) I do not think they go further than to say he is responsible for keeping that book. It is a book he could delegate to an assistant officer if he had one at his disposal, could he not?—He could do so; but there are so very, very few workhouses in the country where there is any assistant officer or resident at all.

29 Jan. 1907. 39059. The dispenser, for instance?—He could do it through the dispenser, certainly, but even then he has very often to provide his own dispenser.

39060. (*Mr. Lansbury.*) Do they not sometimes employ an inmate to do a good deal of that entering up for them?—Not in the register, I think. Of course, sometimes they can.

39061. (*Chairman.*) Diet seems to me to convey a little more than at first sight the word implies. The diet of the inmates of a hospital is, to a large extent, a matter of discipline?—But the medical officer is responsible for extras, and those extras, when ordered, have to be entered in the register.

39062. For instance, a medical officer may put all the able-bodied on to extra diet?—Yes, of course he might do that, but the able-bodied would not be in the infirmary part of the workhouse.

Need of recognised holidays for Poor Law medical officers.

39063. Then, we come to the question of holidays. At the present, is it the practice in any union if a medical officer goes on leave or holidays that he has to pay for his own substitute? (*Mr. Whitaker.*) As a rule, he has to. It is exceptional for the union to pay for the substitute, but there are cases in which the union does pay for the substitute, and the association thinks that should be extended and made the general principle.

39064. Some annual holiday is recognised in all unions, is it not?—Not officially; as a matter of practice, the medical officers, take practically such holiday as they like provided that they pay the cost of the substitutes—of course, a reasonable holiday.

39065. Is the pay for the substitutes for leave of absence beyond the annual holiday?—No, the guardians, as a rule, do not pay for any substitute at all for any leave of absence.

39066. (*Mr. Bentham.*) Is that in accordance with the replies you got?—Yes. From the replies of 231 part-time workhouse officers it appears that 220 out of the 231 have to pay for the services of their substitute; eight state that the guardians pay for the substitute; one that the guardians pay half the cost, and one that the guardians allow £8 towards the expenses of the substitute. Then as to the district medical officers, out of 560 replies 556 state that they have to pay; two are allowed a holiday, the guardians paying for the substitute; one states that the guardians pay £5 towards the expense; and one states that the guardians have paid on one occasion.

39067. (*Mr. Loch.*) What would the holiday ordinarily be?—Two, three, or four weeks; I do not think the guardians often pay for more than a fortnight.

Objections to uniting offices of public vaccinator and district medical officer.

39068. (*Chairman.*) As regards the office of public vaccinator, you see no objection to that being held by the same officer, but you think that the remuneration for the two offices should be fixed separately?—Yes, and also that the offices should not necessarily be combined. There should not be supposed to be any connection between them. For example, there should be nothing to prevent the public vaccinator being transferred to the sanitary authority if thought more convenient; there is no reason why the public vaccinator should be treated as a Poor Law officer.

39069. In advertising, the two positions should not be put together?—No, they should be put quite separate.

39070. (*Mr. Bentham.*) That is so at present, is it not, they are not necessarily combined?—They are not necessarily combined, but the guardians practically seek to combine them. We had a case, for example, at Chipping Norton in which the guardians refused to raise the salary of the Poor Law district medical officer, and he, considering the salary inadequate, resigned his appointment; the guardians thereupon dismissed him from

the post of public vaccinator in order that they might be able to offer that with the district medical officership.

39071. Do you suggest that power should not be given to boards of guardians to combine the two?—They should not be combined.

39072. They should not be at liberty to combine the two if they thought fit?—If the same body have both appointments it is very difficult to prevent them from practically combining them.

39073. (*Sir Samuel Provis.*) The point is this really, is it not, that the guardians can get rid of a public vaccinator at their own option?—At a month's notice.

39074. But the remuneration of the two offices is always perfectly distinct, is it not?—The remuneration is distinct theoretically, but in practice they attempt to make the remuneration of the public vaccinator pay in part for the work of the district medical officer.

39075. The matter is one for arrangement between the medical officer and the guardians, is it not?—To an extent it is.

39076. (*Chairman.*) Do I understand the Poor Law guardians can get rid of the public vaccinator at a month's notice?—Yes.

39077. But assuming the public vaccinator held the post of medical officer, they would not be able to do that?—They cannot get rid of a Poor Law medical officer, of course, without the consent of the Local Government Board, if it is a resident appointment, but they can get rid of a public vaccinator at a month's notice. They use the public vaccinators as a weapon to compel the district medical officer to accept a lower salary. That was the case at Chipping Norton, and we have had another case of the same kind to deal with.

39078. They made the double appointment and took one away?—When the medical man would not accept the salary they were offering for the district medical officership, they deprived him of the public vaccinators, or sought to do so.

39079. (*Sir Samuel Provis.*) He wanted his salary raised, and they would not do it?—Yes, that was so.

39080. (*Chairman.*) So they took away the public vaccinators?—Yes.

39081. (*Sir Samuel Provis.*) In the end the guardians gave way, did they not?—They had to give way owing to the action of the British Medical Association. We made it known throughout the district and no medical man in Oxfordshire would accept the appointment which they offered.

39082. (*Chairman.*) Was that occurrence exceptional?—No, the result was exceptional, but the case, I am afraid, is not exceptional.

39083. Pressure can occasionally be brought to bear in the way you have mentioned?—Yes.

39084. Now we come to the question of superannuation; Grievances are most of the medical officers now earning superannuation?—Yes; those who have accepted office since the adoption of the system are compelled to subscribe towards the superannuation. There are really two grievances felt about the matter of superannuation. One is that medical men who may have contributed for some time in one district (they are required to contribute), if, for any reason, they move to another district, lose the entire benefit of their contributions towards superannuation, because those are kept in the district in which they have paid them; they get no benefit from what they have paid; they are compelled to pay, and yet they lose the benefit if they leave the district. The other grievance is in the case of the non-resident appointments. Those are hardly ever made permanent, being usually terminable at the end of three years or something of that kind. When that district medical officer is getting near the time when he would qualify for superannuation the guardians quietly drop him and appoint another man so that they escape having to pay superannuation. We have two or three cases of grave complaint of that; men who have reached nearly sixty years of age, when the guardians have taken advantage of their power not to reappoint them, and all they have paid goes for nothing. There is no legal redress for that at present.

39085. Is there not another difficulty or hardship connected with superannuation, that is to say, that if a man at a certain time of life leaves, or is displaced, or goes out of employment in a certain union, there is a reluctance in another union to take him on?—Yes. I am afraid I did not make my first point clear. If he moves to another union there is a reluctance to appoint him if he is getting near the time for superannuation.

39086. There seems to be considerable difficulty about attempting to pool contributions unless the terms of appointment or the salaries are more uniform throughout the country?—Yes.

39087. I suppose it is found that until there is some uniformity it would be almost impossible to have a common fund?—We recommend greater uniformity both as regards salary and terms of appointment. Our scheme would really be consistent because we recommend both.

39088. (*Sir Samuel Provis.*) I thought I understood you that one grievance is that the guardians get rid of a man when he is approaching sixty?—Yes.

39089. But how can they?—That is with reference to the non-residents.

39090. That is where his appointment has been renewed from year to year?—Or every few years. We have had really several cases that have seemed pitiful of men who have got near to the time when they would have been entitled to claim superannuation.

39091. (*Chairman.*) Taking the question of superannuation and others into consideration, you suggest, or have had under consideration, various systems of appointment?—Yes.

39092. The first is the creation of a state medical service consisting of whole-time officers to whom, perhaps, other duties in addition to that of Poor Law medical officer would be assigned; the second is the appointment of special officers, devoting as a rule only part of their time to Poor Law work; and the third is the appointment of no special officers, but a provision whereby any patient receiving medical relief under the Poor Law may be attended by any local medical practitioner who has previously intimated to the guardians his willingness to undertake such work in accordance with the regulations of the service for the time being. There apparently is no general dissatisfaction with the present system of appointment?—No, there is dissatisfaction with some results of the present system, but no general dissatisfaction with the system as a whole.

39093. What proportion of those who are dissatisfied would prefer System A. as compared with System C.?—I am afraid it would be impossible to say; the proposals for either A. or C. comes from individuals who have paid special attention to the subject, and who have urged their own remedies. I do not think it would be possible to form any estimate of the number of those who favour either system. It has not really been systematically considered by the profession.

39094. It really comes to this: that the alternatives to the present system are either the creation of a State Medical Service, or working what I may call under contract for the Poor Law?—Yes.

39095. (*Mr. Gardiner.*) You said the profession is dissatisfied with the results of the present system. Would you tell us in what way? I think one of the results was with regard to the superannuation; is there anything else?—There is the want of uniformity of salaries, the want of provision for holidays and the various points we enumerate in the first part of our statement.

39096. Nothing else?—No.

39097. (*Mr. Russell Wakefield.*) It is nothing to do with the possibility of promotion?—The great majority of the Poor Law medical officers at present look rather to their private practice than to the Poor Law appointment. The Poor Law appointment forms a comparatively small proportion of their income, and the chance of promotion in a part-time service of that kind would be inappreciable.

39098. Unless you had a State service?—Unless you

had a whole-time state service it would not be worth consideration for the majority of the men; they would have to sacrifice their practice if they left the district, and that would be of more importance to them than a slight increase of salary for the Poor Law appointment.

39099. (*Chairman.*) Coming back to C., the idea would be, I assume that any local practitioner who had intimated his willingness to accept the conditions laid down by the guardians would have his name on a list, and any person requiring relief who could not pay for it would have the option of sending for him. Is that the idea?—That is the suggestion.

39100. Do you know if that practice prevails in many parts?—No, I do not know any district where it prevails. It is very strongly urged by some members of the profession, and it is very analogous to the system which the association recommends with regard to club practice, and work of that kind. The association has come to the conclusion that that is the best way to work all kinds of private contract medical practice.

39101. Should you say that the feeling of the profession was growing in favour of Plan C.?—I am not able to say that. I know that certain districts have taken it up strongly. Our South Manchester division, largely under the influence of Dr. Milsom Rhodes, has recently passed a resolution adopting it; that was passed in a general meeting of the local members of the profession.

39102. In talking of Poor Law medical officers, I assume that Paragraph 19 mainly refers to the district medical officers?—No, it refers to both workhouse and district officers.

39103. But are not the terms of the appointment of workhouse officers more permanent?—I think it would apply to either.

39104. The tenure of appointment is more continuous in the infirmary, is it not?—In those cases where a Poor Law infirmary has a resident whole-time staff, but those are only in certain large centres; the majority of infirmaries throughout the country are staffed by part-time men.

39105. The big infirmaries in London, for instance?—Yes, and in cities such as Manchester and Liverpool some of the Poor Law infirmaries are staffed by whole-time men.

39106. A very small proportion, if any, I suppose, of the district Poor Law medical officers give up their whole time to Poor Law work?—Very few. I think there are some cases, particularly in London, where workhouse officers have districts assigned to them as well. We know of this existing in Lambeth.

39107. In Lambeth they have started the system of putting indoor and outdoor relief under one medical man?—Yes.

39108. You are not aware that that is prevalent?—No.

39109. Or that it has been adopted anywhere else?—No.

39110. With regard to non-resident medical practitioners, what are the powers of the Local Government Board that you want more frequently exercised?—The medical power to refuse to sanction appointments, where it is proposed to appoint a non-resident officer who lives a long way from the district which he is to serve. Guardians sometimes seek, as a means of reducing salaries, to take a medical officer from an adjoining district; we had a case latterly at Lutterworth, where the guardians were attempting to appoint a medical officer who lives ten miles from the district; it was proposed he should serve. He was already medical officer for one district, and they proposed to give him the other district, the object being to reduce the salary to a very low point; they think the officer will accept a reduction for taking the two appointments.

39111. (*Mr. Benthams.*) The medical officer must reside in the district?—Not necessarily. He cannot be appointed by the board of guardians without the sanction of the Local Government Board, but the Local Government Board may sanction the appointment if they think proper.

39112. Any deviation from the usual course would require the sanction of the Local Government Board?—Yes.

Drs. F. Anderson, M.D., J. A. Macdonald, M.D., H. L. Browne, M.D., and Mr. J. S. Whitaker, M.R.C.S., L.R.C.P.

29 Jan. 1907.

Proposal to have unlimited list of district medical officers.

Non-resident district officers and attitude of Local Government Board thereto.

Drs. F. Anderson, M.D., J. A. Macdonald, M.D., H. L. Browne, M.D., and Mr. J. S. Whitaker, M.R.C.S., L.R.C.P.

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39113. That is a safeguard already, is it not?—We think in some cases the Local Government Board have been rather too tender towards the Poor Law authority, and not exercised a strong enough hold over them.

39114. (*Sir Samuel Provis.*) Are you thinking of cases where there is a resident medical man?—Yes, in the district.

39115. In those cases there must be a special minute of the guardians, must there not?—Yes.

39116. Stating the reasons why a non-resident should be appointed, and the appointment is only made for a limited time?—Yes, but we consider that even so, the Local Government Board in some cases might do well to refuse their sanction absolutely to appointments which they have confirmed.

39117. Your association are of course in favour of a resident man, and want a resident man appointed if practicable?—Yes.

39118. (*Chairman.*) Does the non-resident medical officer in consequence of the duality of his appointment become a whole-time Poor Law officer?—I do not know of any case; I have not had any case brought under my notice where there is a whole-time appointment for several districts.

39119. That is not the object?—No. I think the object is reduction of salary in the cases we have had in view.

39120. Now we come to the question of the relation of Poor Law administration to the hospitals. You say that from enquiries you have made you do not think there is any general prevalence of the arrangement by which patients are being relieved under the Poor Law who ought to be treated as out-patients of hospitals?—We have not had evidence of such prevalence.

Overlapping between Poor Law and voluntary hospitals' out-patients' department.

39121. Is not the sentence "who ought to be treated as outpatients of hospitals" a little ambiguous? Are you in favour of all out-patients being treated gratuitously at hospitals?—Yes.

39122. You are in favour of that?—Yes, we consider that such persons as are suitable for out-patient treatment should be treated gratuitously.

39123. In the hospitals?—Yes.

39124. How do you draw the distinction between them and those who should be relieved by the Poor Law?—We consider those should be relieved by the Poor Law who are unable to maintain themselves; but those should be treated as out-patients of hospitals who are able to maintain themselves, but are not able to afford the special medical attention they require. Our association is of opinion that the out-patients department should not be used for the treatment of ordinary cases of disease; if a person is able to maintain himself he should pay for his own medical treatment in ordinary cases of illness, and the out-patient department should only be used for special cases and consultations where special medical advice is required beyond what the patient can reasonably be expected to pay for himself.

Social distinction between hospital out-patients and Poor Law cases.

39125. What is your definition of an out-patient of a hospital?—He should be a person who requires medical care beyond what he can reasonably be expected to pay for, for himself.

39126. Then the distinction you draw between the out-patients of what I may call the charitable hospitals, and of the Poor Law is that those who go to hospitals would, under ordinary circumstances, be able to maintain themselves, but cannot pay for the medical treatment they require, whereas those who go to the Poor Law are unable to maintain themselves?—That is the distinction.

39127. (*Mr. Russell Wakefield.*) Would you leave it to the medical attendant to decide whether the person must go to the out-patient department and whether it is necessary for him to have those extra things?—No, we consider that hospitals should employ almoners or inquiry officers who would look into those circumstances, but we think, as regards the medical side of the matter, that no person should be treated as an out-patient of a hospital without a medical certificate as to the nature of his illness being such that he does require the treatment that he can only obtain through the hospital, and the

hospitals should satisfy themselves as to their economic position.

39128. The first thing would be for his own medical attendant to say under a certificate "This person requires more attention than he can reasonably be expected to pay for"?—Yes.

39129. (*Chairman.*) I do not want to go very much into the subject, but is it not a matter of notoriety that a very large number of the patients at hospitals can pay towards the medical treatment they receive?—Yes, that is so: our association feels that very strongly.

39130. I assume that you would be in favour of this: that while giving medical relief to those who could otherwise maintain themselves, you would insist upon repayment in the case of those persons who could afford to pay?—Putting Poor Law cases on one side, and taking only those that can maintain themselves, the distinction we should suggest between treatment at the hospitals and treatment elsewhere would be in respect of the nature of the illness; it would be that the illness was of a special character, requiring special skill or special treatment which would be more expensive than the patient could afford, but that in the interests of providence they should be required to contribute to provident dispensaries or clubs or institutions of that kind, by which they could get medical care for their ordinary illnesses.

39131. And, in the case of members of a provident institution, upon receiving an order from the doctor, they would get at the hospitals the attendance that you mention?—Yes, the special attendance they required; ordinary illness treated through the provident arrangement, and special illness at the hospital.

39132. The patients should be all treated gratuitously but an inquiry should be made into their circumstances, so that they should contribute according to their means?—They should not pay the hospital, but go to some other institution. If they can afford to pay, they should do it through some other source, not the hospitals; the hospitals should only treat those who cannot afford to pay. That is the essential distinction. The hospital is only to treat those cases which cannot afford to pay for the medical treatment they require.

39133. (*Bishop of Ross.*) What would be your idea for the treatment of a person who was in fairly good circumstances, but was requiring an expensive operation that would cost say, £50? He could afford a £5 note or a £10 note, but could not afford £50?—We consider that there is a necessity for the provision of public nursing homes into which such cases could be taken and treated by their own medical attendants or treated by a specialist who might be able to accept a reduced fee if he thought the circumstances justified a reduced fee. We do not think that the people who can afford to pay should be made a burthen upon charitable institutions. We think there should be some machinery whereby they should pay according to their means: they should be in separate pay wards or institutions. You should not mix up the provident with the charitable institutions.

39134. (*Chairman.*) Let me get clearly how your ideas operate: a well-to-do person goes to a hospital for some serious operation: would you charge him the cost?—If there were any institution within reach that he could be sent to, I would not admit him to the hospital.

39135. Not even if he paid?—If it were a case of absolute emergency and he required immediate attendance, of course you must admit him, but if there was time to send him to some other institution, I should send him to a nursing home, or if you have proper paying wards you would admit him to the paying wards; but if he is admitted to the paying wards, if he pays for his maintenance he should pay for his medical attendance.

39136. (*Bishop of Ross.*) The difficulty is he may be able to pay for his maintenance, but not able to pay the specialist, whose services he requires?—Why should he not pay what he can afford to pay to each? Why should he pay all for maintenance and nothing for the medical attendance? It would be a proposition of the association that he should pay for both.

39137. If both took a reduced fee, it would be all right?—Yes.

Gratuitous treatment by voluntary hospitals patients to pay. Criteria of hospital domicile treatment and for gratuitous application thereof.

Proposed special nursing homes for paying patients exclusive of such patient from voluntary hospitals

Objections
to "paying"
patients in
voluntary
hospitals.

39138. (*Mr. Nunn.*) May I ask if your association is in favour of pay wards generally in hospitals?—That is a controverted question, very controverted. Perhaps I might refer to the exact word of the resolution which was carried on the matter? "That it is desirable that public nursing homes should be established for patients who, being ineligible for the voluntary hospitals, are yet unable to pay the charges usually made in private nursing homes. That pay wards should not be established in connection with general hospitals." By "in connection" it does not mean they should not be part of the building, but that the services of the staff of the hospital should not be assigned to those pay wards; that they should be under entirely separate management, separate institutions, so that the patient who is admitted may be attended by any doctor of his selection, and not necessarily by the staff of the general hospital.

39139. (*Miss Hill.*) I gather you rather think if there were almoners or other people looking thoroughly into the circumstances of the case so that those cases were not admitted free to the hospitals, such paying institutions would grow up; either pay wards or nursing institutions would be established to meet this unquestioned want, and it would be better to have them quite distinct?—Yes.

39140. (*Mr. Nunn.*) Do I understand that the pay ward established in conjunction with such a hospital, but not actually in the hospital would derive any economic advantage from its connection with the hospital so that it could offer treatment cheaper?—That would be a difficulty, of course; if they used part of the building of the hospital, it may be they would save on the item of rent, but if the institution were to use part of the hospital, it should pay something into the hospital funds.

39141. Then what is the advantage of being connected with the hospital?—None.

39142. (*Mr. Russell Wakefield.*) May I ask whether you see any danger under your system of a large increase in the number of doctors inclined to take very small fees indeed, setting themselves up in various directions to get these small patients?—I do not think that danger has been contemplated: I think the reasons which prevent men of any standing, or who have any desire to have any reputation from undercharging would prevail in that case as they do at present.

Objections to
voluntary
hospitals
charging fees
from out-
patients.

39143. (*Chairman.*) Coming back to the question of hospitals, the British Medical Association I assume, from your evidence, do not approve of the practice which I understand prevails in certain hospitals in London by which the out-patients pay a small sum of say threepence?—No, they do not approve of that.

39144. The ground being, I suppose, that the payment of that sum does not cover the cost of the treatment rendered, and is misleading in the mind of the patient?—Yes. The patient thinks he is paying for all that he gets, just as in the case of the contribution of the working classes in some towns to the hospital funds: large contributions are collected under the Hospital Saturday Funds, and many of the working-class consider that they are paying for the whole cost of their admission and they are perfectly entitled to use the hospitals quite freely for all their ordinary illnesses on the ground merely of those contributions.

39145. Really what you are contending for is that in cases where the people cannot pay the full price of the cost of treatment, they should pay nothing?—The really poor.

39146. The poor who can maintain themselves when they are in health, but who cannot put by and have not the funds necessary to meet the medical treatment they require?—Yes, there are three classes: those who cannot maintain themselves who are provided for by the Poor Law; the persons who can maintain themselves, but cannot pay for special medical attendance, who should be provided for by the charitable hospitals; then the poorer middle class who would be provided for by nursing homes and institutions of that kind, where they could pay a certain proportion, pay the bare cost, but could not pay the very high fees of leading specialists.

39147. (*Mr. Bentham.*) How do you suggest those homes should be maintained if the payments do not meet the expenses?—I think they would: I say they could pay the bare cost, but not the fees of the great

specialists or the charges of a private nursing home. The charges of some nursing homes are very high and they provide a luxurious scale of treatment that is not really necessary.

39148. Do you suggest that these homes should be provided by some public authority, or would you leave it to the ordinary spontaneous supply of a demand?—We think they should be under public management, as far as possible.

39149. And established by some public authority?—Established by some public authority. We think that it is very undesirable that these nursing homes should be carried on as speculations.

39150. (*Chairman.*) Coming back to the classes which you enumerated to me: where would you put the members of a provident medical institution? You would put them, I suppose, under the heading of those who could afford to pay for a certain kind of medical treatment but who would have to be provided for gratuitously in the case of any severe illness or operation?—Yes, all who were suitable for medical attendance as members of friendly societies or provident dispensaries, all persons in receipt of a weekly wage, practically speaking, would be provided for by the hospitals in the case of special illness.

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Classes of patients suitable for voluntary hospitals.

39151. Do you assume that the weekly payments to provident institutions provide sums which remunerate the medical practitioners associated with them?—In some cases. In our Contract Practice Report we have analysed this matter very closely. Perhaps I may refer to that. The opinion of the profession for some time has been that many kinds of contract practice are underpaid, and require to be put on a different basis. We consider it is undesirable there should be the existing monopoly in contract practices: we think they should be thrown open—so that all the patients should have a choice of all the medical men in the district. With regard to remuneration, that differs. In some parts of the country, it is distinctly unremunerative; in other parts of the country I think there is general satisfaction with the payment.

Attitude of British Medical Association to contract practice and to Provident Medical Institutions.

39152. There is a certain class of provident institution which, either from its numbers or from the amounts weekly paid, is able, in the judgment of the Medical Association, to remunerate adequately the medical men employed?—Yes, for ordinary illnesses.

39153. I assume that your association are strongly in favour of these provident institutions, and desire if possible that they should be put upon that basis?—A strong section of the profession regards all kinds of contract practice as injurious to medical practitioners, but the prevalent opinion in the association is this: this matter has been very carefully debated and the conclusion was as stated in the Contract Practice Report, p. 28, "Conclusions and Recommendations." "There are districts in which it appears to be necessary, under present conditions, that certain classes of the community should be enabled to provide for the cost of medical attendance and expenses directly related thereto by some system of small periodic payments." That is the medium opinion. There are members of the profession who consider that the contract practice is really the best system, and there are others who consider that it is entirely injurious, and to be avoided as far as possible, but the report represents the definite moderate opinion of the profession.

39154. There must be a contract system in connection with these provident institutions?—Yes.

39155. (*Miss Hill.*) That is the only way in which certain classes of the people could pay for their treatment?—That is the opinion of the association.

39156. It has to be rather on the principle of insurance. It is not only a contract but an insurance?—Insurance is the essence of the system.

39157. (*Chairman.*) Therefore I suppose you come to the conclusion that although there may be something in the abstract objection to the contract system it is the only system, properly worked, by which the mass of the poor could insure themselves against sickness?—Yes, we recognise that those who receive a weekly wage must be able to insure themselves by a weekly payment against the risk of cost of medical attendance.

Proposed
nursing
homes for
paying
patients.

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Proposed special nursing homes for paying patients, question of their management and scale of medical officers' fees therein.

39158. (*Miss Hill.*) And that is a much better form of small payment than the 3d. when they come to the hospital, which seems to them to pay for that particular attendance?—Yes, it is very much better.

39159. (*Mr. Nunn.*) I should like to have clear in my own mind exactly how the deficit with regard to these small paying nursing homes is to be made up?—I am afraid I must have given rise to a misapprehension there. I do not think the association would suggest there should be a deficit. We consider it is quite possible to make them self-supporting by much smaller charges than are made by existing nursing homes.

39160. By cutting down the luxuries?—By careful management. We consider they should be under public management, so that there should be no suggestion of private profits. They should not be paying homes for the owners or the medical men to derive a profit from; they should be run at cost price.

39161. Would a specialist who came to perform an operation be paid his full fee?—No, the profession would be willing to reduce the fees as they always are if they see cause for it.

39162. (*Mr. Loch.*) What authority would build these homes?—I am afraid the association have not gone into that; they have come to the conclusion that they should be put under public management, but have not considered where the public management should come from; I think the idea was that they should be on the lines of a hospital or of the large lunatic hospitals.

39163. Would it be municipal?—The Committee did not suggest municipal management.

39164. (*Mr. Bentham.*) Is it likely that a medical man would take part payment for the operation he has performed and allow the authority to get full pay for the maintenance?—The whole scale of medical fees is based upon the principle of people paying according to their means; the fees throughout the medical profession are based upon that principle, that is to say various people have different scales of charges, the same medical man will charge half-a-crown to one person and half-a-guinea to another patient for a visit.—(*Dr. Macdonald.*) That is what happens in the present paying wards of the hospitals; what you find there is that the medical man gets no fee at all and the hospital gets its cost of maintenance.

39165. The object is to get a scheme by which the medical man would get a fee which he cannot do in a voluntary hospital; my point is, is it likely that the medical man will continue to perform these operations for a very small amount and allow the public authority who has provided the institution to be fully reimbursed for all the outlay; is it not natural that the medical man would say, "The public authority must stand part of this loss; why should it fall on the medical man"?—(*Mr. Whitaker.*) Would that be the case? I know when I was in private practice if I went to a London consulting surgeon and told him that I had a patient who required an operation but could not afford to pay the full fee, if he was a reasonable man he would say: "I will do the operation at a reduced fee, if the patient cannot afford the full fee."

39166. (*Mr. Phelps.*) Do you think it would be the same if it was a public institution?—I do not think specialists would charge the full fee to those. At present I am expressing my own opinion; it has not been considered.

39167. (*Mr. Loch.*) Are you of opinion there are in the hospitals a great many cases in which, if a full fee could not be paid, a certain amount could be paid?—Yes.

39168. Have you any statistical evidence on that head?—We have no statistical evidence on that head, but it is common knowledge that patients are admitted to hospitals at present who could afford to pay if there were proper provision.

39169. Would the result of this proposal of yours be to move a great many cases practically out of the hospitals into these new homes?—A certain number, but I could not give any idea of the proportion.

39170. Would not your check have to be at the hospitals?—Yes.

39171. How would you supervise a hospital check of an institution outside your own control?—I suppose we assume that the hospital would protect its own funds by refusing to admit cases if they knew other provision

could be made—by refusing cases which could afford to pay.

39172. If the hospital stands as organised at the present time would it be at all to its interest necessarily, unless the profession governed the hospital from this point of view?—(*Dr. Langley Browne.*) The proposal by the Association was that all nursing homes should be licensed by either the sanitary authority or by provision made in the Bill for State registration for nurses, and therefore they should be under the inspection of the sanitary authority.

39173. That is with regard to the nursing homes, I am thinking of the other side of the question: a patient goes to the hospital, and would in ordinary circumstances be admitted. He could pay £10 for an operation, but the hospital has no particular interest in getting that patient of the hospital to give the specialist that £10?—No, they have not.

39174. Who is to come in at the hospital, for it must be there if anywhere, and say that patient can pay £10 and must go to a home, and have the patient removed to a home?—I think the enquiry officer, who should exist at every hospital.

39175. That enquiry officer would have to serve in the interests of the profession generally instead of only the hospital, because he might pass the case as not so bad?—That would be so.

39176. Can you control the thing really unless you bring the hospitals under control?—No, you cannot until you bring it under the control of the general agreement of the hospital authorities, they are disposed, I think very largely now, to fall in with the views of the profession if those views are shown to be fair.

39177. Your proposal really comes at last to there being a general agreement which would be more or less in legal form, and would throw definite obligations on the hospitals and definite obligations on another group of institutions, namely the nursing homes?—That is so.

39178. That carries us on a good way; can you at all tell us how far this has been discussed by the hospitals themselves, and how far at all they seem willing to accept terms of this kind?—It has been largely discussed by the association and the different hospitals; we have already communicated with several hospitals, and the matter has been before the boards of the different hospitals. We have not got the answer of the boards yet to anything like a complete extent but in a great many cases they are willing, and in fact they have appointed enquiry officers for some number.

39179. Comparing the work of an enquiry officer as done ordinarily in a hospital with the enquiry which you would want done in order to ascertain whether a person of fairly good position would be able to pay ten or twelve guineas, I think you would say at once that the position and the fitness of the ordinary enquiry officer as at present employed would not quite suit that task?—I think that would be so. At present I do not think there is any system for doing that, but the enquiry might be put to the applicant. First you would have to do away with the whole idea that you can get into hospitals by a ticket given by a subscriber. That has to go first. Then I think that hospitals must be provided for those who really cannot afford to pay ordinary fees for the special things they want; then enquiries might be made, except in urgent cases, when of course any case would be taken in straight away; except in an urgent case there is time for an enquiry to be made whether a person can afford to pay.

39180. Accepting in principle your proposal I think it is a question of administration; consider for instance the London Hospital or any large hospital, what number of enquiry officers would be necessary really to understand whether Mrs. So-and-So could pay such and such an amount, or her husband could; would they have to bear the brunt of that investigation, that is the test of it?—I think it would to a certain extent. If the number of patients were properly limited then it would be quite an easy matter to do it. (*Dr. Macdonald.*) Might I suggest one thing with regard to that; there is a recommendation from the association that no patient should be admitted to the hospital without a recommendation from a doctor in his neighbourhood. The doctor is pretty certain to know whether the man is capable of paying a reasonable fee or whether he should be treated entirely charitably in the hospital. This doctor's statement in the matter ought to be sufficient.

Proposed license an inspection of nursing homes for paying patients.

Attitude of voluntary hospitals as to excluding patients as to pay, a question of machinery for such exclusion.

Effect on voluntary hospitals of proposed homes for paying patients.

Proposed admission of voluntary hospitals or recommendation of outside doctor only, and attitude of hospitals thereto.

39181. I am glad to have heard that, that is to say whatever is done by the enquiry officer he will be braced up very effectively by what the medical officer says, and practically the admission to the hospital will in a good measure lie with the medical man recommending the case?—Yes.

39182. Are the hospitals at all in favour of that system now?—(*Mr. Whitaker.*) A certain number are and others have considered it. The proposal has been very carefully considered by King's College in connection with their removal to South London. They met a joint committee of the British Medical Association in South London who put forward that proposal. Bolingbroke Hospital in South London, I believe, works entirely on that system now. I have had to go through the replies of the hospitals to certain enquiries by the Association. Many of them say they are quite open to consider the matter, but these proposals have never been worked out definitely enough for hospitals generally to give a definite assent to them.

39183. Then practically the system depends on a point which hardly comes out in your statement, I think, namely, that medical men in every district should be allied to the hospital in such a way as to send in cases?—That comes out in recommendations which the Association has made in another connection with regard to hospitals, but it was not realised that we should have to deal with this matter in giving evidence before the Royal Commission, therefore those were not put in in our statement of evidence.

39184. May I press the point a little further. Would you reduce the number of patients that were sent to the hospital by at the same time sending more to the provident dispensary?—Yes. Our proposal is that every medical practitioner in the district of a provident dispensary should be a member of the staff of the dispensary, and so he would be one of the medical officers attending. (*Dr. Macdonald.*) Do you mean the provident dispensaries or the nursing homes?

39185. The provident dispensary as clearing out the out-patient department to that extent; are the medical profession prepared to accept these conditions so that a medical man who bought his practice in a poor district comparatively, but with a certain return, would become a member of the staff of the provident dispensary practising in connection with it more or less, so far as he is called upon, and at the same time use his influence to increase that dispensary and at the same time clear the out-patients' department of the hospital, and send his cases there for treatment?—(*Mr. Whitaker.*) It would work automatically in time as the members became used to the arrangement.

39186. Would the members of the profession be bound more or less professionally to take this line?—Yes, they would.

39187. Do you think it is possible, having regard to the personal views of medical men in particular districts?—They have been negligent in the past, but are becoming gradually educated; since the Medical Association has been more active they are being more educated; in districts where they have been apathetic in the past they have been more active lately.

39188. Have there not been waves of medical opinion with regard to these medical matters which have been followed by periods when very little was done in this direction; would you not have to rely upon a law or professional feeling of a very strong description that would carry you through a generation or two?—That we have now; we consider that the British Medical Association's present organisation provides a machinery for this kind of work which has not existed in the past, and gives definiteness to agreements of this kind which has not existed before.

39189. I think it is common knowledge that the staff of the London Hospital was opposed to the three penny payment. Do you think that in view of the managers still controlling the hospitals as they now do, the medical staff would have a power of their own to carry out such a proposal as this, taking for granted that the board of general managers may be against it?—Against abolishing the payment.

39190. Yes, or to carry out your scheme?—I think the boards of hospitals are in favour of the carrying out of the scheme of co-ordination with the provident dispensaries; we have the general tendency to that in London.

39191. It is not a mere general approval, it is accepted so that it becomes part of their scheme of life?—Yes; I have just been going through the replies for another purpose, and on that it is remarkable how many hospitals who only give general replies on other matters go out of their way to say that they would welcome co-ordination of the provident dispensaries.

39192. How many of those hospitals have a thorough system of almoners or enquirers?—I could not say the number now, I am afraid, but two or three claim that they have a big staff.

39193. There would be very few of the total number?—Of the twelve large hospitals, those that have medical schools, I should say that half claim definitely that they have a system of medical enquiry that they regard as satisfactory.

39194. Have you yourself examined that at all to see how far really they know whom they are passing?—I know the medical practitioners of the district do not consider that their system is so satisfactory as the hospital managers suppose.

39195. One is only afraid that a proposal which seems so extremely good from many points of view may after all be built on sand, unless the profession gives it a certain consolidation which it will ultimately possibly depend on?—That is what the British Medical Association are now striving very earnestly to do through their organisation; we have the means of bringing medical men together and of educating them. A Committee, of which Dr. Ford Anderson is chairman, is drawing the attention of all the practitioners throughout London to these matters, and is endeavouring to bring about a definite agreement.

39196. Are you in favour of the Poor Law cases being dealt with under your C. Scheme mentioned just above?—Of course I could not speak officially on behalf of the association as to that.

39197. Is not that C. Scheme consistent with your provident dispensary scheme?—Quite; that is the argument of those who advocate it.

39198. Therefore if you advocate the one, which you do with regard to out-patients, are you not perforce led to advocate the other with regard to the Poor Law?—The Association has not come to that conclusion, but those who advocate the C. System urge that argument. They say that logically if we approve this system with regard to contract medical practice apart from the Poor Law we ought to approve the same system with regard to the public appointments.

39199. Would the medical officers of the Poor Law who are at present doing work which would come under the C. Scheme approve of this?—We do not know; I should think as a rule not.

39200. (*Chairman.*) Is the Association in favour of a minimum medical fee?—The Association so far has refused to fix a minimum fee for private practice. The question has come up several times, and in many districts there is a strong feeling that it should be left to each medical man to put his own price on his own brains. With regard to contract practice, the Association is in favour of fixing minimum rates, but with regard to the ordinary fee for private visiting they have refused to fix a minimum so far. One or two districts have been in favour of fixing a minimum, but I do not think the Association generally is in favour.

39201. (*Dr. Downes.*) I think some years ago one of your branches—I think it was the Shropshire branch—drew up a scale of fees?—Yes.

39202. What became of that?—It was really Dr. De Styrap's scale, and that has been accepted in many parts of the country and in the colonies. We had before one of the committees of which I am secretary a set of rules of one of our branches—I believe it was in New Zealand—which proposed to adopt Dr. De Styrap's scale as binding on their members; but in the United Kingdom I should say generally the opinion of the profession has been against making such a scale binding; they would adopt it as a guide to practitioners, but not to make it binding on them not to charge less.

39203. Dr. De Styrap's scale was drawn up about thirty or forty years ago, I think?—Yes.

39204. Are the scales which he then advised still in operation?—They are not really applicable to certain conditions in certain respects.

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Proportion of voluntary hospitals having almoners.

Attitude of British Medical Association to system of unlimited number of district medical officers and minimum medical fees.

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39205. The cost of attending has increased, has it not? —Yes, to some extent, although there are lower scales in some districts.

39206. (*Mr. Loch.*) Is it your experience in the profession that when a minimum is fixed it becomes the normal?—That is the fear, that if a minimum is fixed it will become the normal.

39207. (*Chairman.*) Is that the main objection, or is it that the local conditions are so varied?—I think one great objection is the desire not to interfere with individual liberty more than is proved to be necessary.

39208. You think without a minimum fee you could work Scheme C. on that idea of provident dispensaries?—If that Scheme C. were accepted of course there would be an agreement by which practitioners would come under a kind of contract; that would be quite different from ordinary private fees.

39209. And the others?—Those are the same. There you have a rate, and wherever you have a rate the association is in favour of fixing a limit.

39210. So a minimum fee is not necessary for either of those two?—No, the question of minimum fee would not apply to those, because it is a question of a certain rate.

39211. (*Mr. Loch.*) Is it not the outcome of this pamphlet that you would have rates of payment on the contract lines in different parts of England submitted to a committee of the Medical Association and approved by them?—No. The view of the Association is that no central committee should attempt to prescribe what should be the rate in any part of the country; it must be left to local committees.

39212. It must be local?—Yes, certainly, to the general meeting of our local "Division," which is our unit: it would be left to the general meeting of the division to say what should be the rate in that district.

39213. You introduce by your new method the wage or salary system?—Yes.

39214. In so far as it touches any form of contract?—Yes, that has been recognised definitely in about the last four years, and there are now about twenty divisions of the association which have laid down rules which enable them to fix rates, and which have passed resolutions fixing rates.

39215. Taking Liverpool as a centre, the profession there would set down terms which would come under contract—we will say the "C." form—which would be acceptable to the men at the hospitals and in the Poor Law?—They would be prepared to specify the rate which would be acceptable throughout the city.

39216. (*Chairman.*) You said in twenty divisions?—I am speaking quite roughly, from recollection. I think it is about twenty divisions that have adopted resolutions as to rates.

39217. How many divisions have you altogether?—In the United Kingdom, close upon 200.

39218. So that it is one-tenth?—Yes. Those are chiefly in England and Wales; none of the Irish divisions, and very few of the Scotch divisions have adopted it.

39219. Is the idea gaining ground?—Very strongly; it is growing rapidly. The association was re-organised about four years ago. Up till that time we had not actually several small units with definite rules dealing with this matter, but as one district adopted them, and found them to work well, others have adopted them very largely, but it is left very largely to local autonomy.

39220. (*Mr. Nunn.*) May I take your classification of these patients: first, there is the Poor Law patient; then there is the patient who is given free hospital treatment, and then there is the patient who makes a smaller payment in a nursing home. It is difficult, of course, but it would be the almoner's business to decide which class belonged to the class above the out-patient's department, and in making the distinction between the Poor Law cases and the class of patients for hospital treatment would the association be prepared to accept subscription to some recognised dispensary or sick benefit club?—That would be one test. I do not say that would be the sole test, but a very valuable test, that every patient who paid to a provident institution of some kind would be eligible for admission to the hospital.

39221. Under those circumstances?—Yes.

39222. (*Mr. Loch.*) The beds of the hospitals (and your proposal would cover organisation inside the hospital as well as outside), are now very often filled, are they not, by medical men attached to the hospitals or actually working in them?—You mean they admit patients at their own discretion?

39223. Yes, patients in which they have an interest from various points of view?—That is so.

39224. You would propose really that all that should be set aside?—I do not know. I suppose they would select suitable cases; it would be all right, I think, because there would be objection from the profession outside, and possibly from the hospital, if the staff took to admitting cases which could afford to pay.

39225. I am not looking at it from the point of view if they could afford to pay. You have at the hospitals now a large number of beds and the admission to those beds is in the hands very largely of the medical men who work the hospitals?—Yes.

39226. You propose that a new scheme should come in by which the power which they have would have to be given up because under it patients would be admitted not on that basis of the medical men's personal or scientific interest in the case, but they would be admitted on the basis of possible payment, which might produce just the contrary results, and might have the effect of taking patients in which the medical man was interested on the grounds I have mentioned out of the hospital and putting them in one of the nursing homes. How do you propose to make those two points of view coincide in any way?—I think the test would be in the rules of the institution: if the rules of the institution provided that a person who could afford to pay for his medical attendance should not be admitted that rule would be binding on a member of the staff; if they sought to admit a patient of that kind, the whole question would be a question of the suitability of the patient.

39227. There is the medical question that a man may for his own purposes want to have a case under his own control and disposal?—Could not he do that in the nursing home in the same way? That would be admissible. The idea of the public nursing home is that it should be open to each patient that he should be attended by the doctor of his own choice in that home, and if a practitioner had a case of a kind which he was interested in, which could afford to pay, there would be nothing to prevent that case going to the nursing home and the practitioner attending on him there.

39228. The medical man would look after that case in the home?—Yes.

39229. (*Mr. Nunn.*) Supposing the schools were attached to the hospitals and there were not schools attached to the homes, I suppose for the sake of the schools certain cases would be taken in the hospitals?—I take it that all arrangements would be interpreted reasonably, and the public advantage looked to.

39230. To what extent is the Association prepared to throw open the hospitals, as it proposes to throw open the dispensaries to the medical practitioners of the district?—It has not yet considered the idea of throwing the hospitals open to all the medical men in the district. We have considered the case of the suburban and provincial hospitals, and it is suggested they should be worked on cottage hospital lines, that is to say, the staff should be those practitioners of the district who would be prepared to conform to the regulations and whom the patients choose to employ. There would be no proposal to apply that to all the hospitals, for example the large London teaching hospitals; at any rate I have not heard of the proposal.

39231. You would do it in the provinces?—(*Dr. Ford Anderson.*) It would be applicable to a suburban hospital like the Hampstead Hospital, but as Mr. Whitaker says, not to St. Bartholomew's or King's. The idea is that in those suburban hospitals the attendance should be given by the medical man of the patient.

39232. (*Mr. Loch.*) Are you in favour of the Poor Law infirmaries being made available for general medical relief?—I am.

39233. And medical attendance?—Very much so.

Existing system of admission to voluntary hospitals or recommendation of outside doctors and proposals thereof.

Method of fixing rates for medical contract practice.

Proposal to make subscriptions to provident institutions a qualification for admission to voluntary hospitals.

Question of making all resident doctors eligible for staff of hospitals in town and country.

Proposal to
raise stand-
ard of Poor
Law infir-
maries to
that of
voluntary
hospitals.

39234. (*Chairman.*) We come next to the proposal for the assimilation of Poor Law infirmaries to general hospitals. You suggest that in certain respects the provision for the care of the sick in Poor Law infirmaries should be assimilated to that of hospitals supported by voluntary contributions. Of course that is rather a broad general contention. You would not wish that every Poor Law infirmary in a rural district should be brought up to the standard of say a hospital in London?—(*Mr. Whitaker.*) I think that is the opinion of the Association. May we take paragraph 26 in conjunction with that, because the opinion of the Association I think is that you could bring that about if you had greater amalgamation of rural Poor Law infirmaries, that the infirmaries should be brought up to the standard, and the supply of food and drugs should be brought up to the standard in a well-managed London hospital.

39235. You say I assume that the big Poor Law infirmaries in London do approximate to the standard of the hospitals?—I might perhaps say with regard to this that one of our members, an infirmary superintendent, said that he quite agreed with this paragraph, except that it should be worded the other way, namely, that the large hospitals should be brought up to the standard of the London Poor Law infirmaries.

39236. Putting it in that way what you would wish is that there should be more uniformity in the Poor Law infirmaries so that they should be brought up?—Yes, to a really satisfactory standard.

Question of
medical
students at
Poor Law
infirmaries.

39237. That is as to the standard of nursing, food and drugs, the provision for the purpose of important operations in the institutions where possible, and the use of the institutions for the purpose of clinical medical instruction. That means, I assume, that you would attach medical schools to them?—Or make them available for the medical schools; you would throw the Poor Law infirmaries open for the purpose of instruction.

Number of
beds in
London
Poor Law
infirmaries
and volun-
tary hospitals

39238. I do not know if my figures are correct, but I got some figures out the other day, in which it appears that the number of beds in the Poor Law infirmaries, including the rural ones, which are in the workhouses, is something like 60,000, that is a rough estimate, and the number of beds in the general hospitals is about 18,000 or 19,000?—(*Dr. Ford Anderson.*) May I say the figures I have got are these, so far as London is concerned; 15,784 beds in the twenty-eight London infirmaries as compared with 10,601 in the voluntary hospitals. Those are the correct figures for London, I believe.

Question of
medical
students at
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infirmaries.

39239. Then assuming, as I think we must all agree, that the Poor Law infirmaries have a larger number of beds and that they deal with many chronic cases, is that not a considerable loss to medical science?—(*Mr. Whitaker.*) A very serious loss. The difficulty as to chronic cases is very strongly felt by the profession; that the medical student in the ordinary hospital does not really see a sufficient number of the cases that he will be likely to meet in private practice, and that he would see a far larger number of those in the Poor Law infirmaries.

39240. It being the practice to remove those cases to the Poor Law infirmaries?—Yes. (*Dr. Ford Anderson.*) I should like to say that there is one aspect of the case that I think ought to be impressed upon this Commission; it is that you see in those Poor Law infirmaries the termination of diseases to an extent which you cannot see them in voluntary hospitals; such a case as disseminated sclerosis, in which the system degenerates through the nervous system, and the patient dies a lingering death. It is very important for the practitioner to know those cases. You see them in Poor Law infirmaries, but the medical student in the voluntary hospital never sees them. Also cases like rheumatoid arthritis, which is a very prevalent disease; you see that in its termination in infirmaries, but you do not see it in the voluntary hospitals. Then there are many casualties and many operations, so that the opportunities for a medical student in the Poor Law infirmary are perhaps in a different degree, but to a great extent, nearly as good as in the voluntary hospitals.

39241. Therefore you attach great importance to it?—Great importance.

39242. How the clinical schools should be created or managed would be of course a matter of arrangement?—

Might I make a suggestion? I see no objection to appointing for short service outside practitioners as a visiting staff, and also to admitting senior students for keeping the records. I believe such an arrangement would quicken the life of the institutions and do incalculable good, and help to utilise the enormous material which exists in those Poor Law infirmaries.

39243. What is your experience with regard to patients? It is sometimes suggested as an argument against the creation of medical schools that the patients do not like to be diagnosed or examined?—I think they get to like it; they like to show their importance, they glory in a bad case. I recollect a patient with a peculiar aneurism who delighted in going round to the different hospitals of London showing his case.

39244. You think that is an objection which really wears away in practice?—I am sure that at the medical societies in London it is quite easy to obtain a full attendance of patients to show their cases; that does not look as if they objected to it. (*Dr. Macdonald.*) I do not think there is any real ground for that objection. I think it is more a sentimental difficulty than otherwise. I find in my experience of a country hospital that the people make no objection to it.

39245. It is an outside objection?—I think so altogether.

39246. (*Mrs. Bosanquet.*) Do you not think some people do object? I have been told that some patients have a very strong objection?—Not as a rule.

39247. Should not there be some refuge for people who have a very strong objection against this?—I agree with you there ought to be. Medical men as a rule exercise discretion in the matter. If they find a patient has a reasonable objection to being examined they take care that he or she is not exposed to more examination than is necessary. (*Dr. Ford Anderson.*) With regard to the figures, I have it in my notes that there were 2,900 operations done in the Poor Law infirmaries last year; 2,900 operations, all done by the senior medical officers with the assistants in the house.

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Question of
attitude of
patients to
medical
students.

Number of
operations
performed in
Poor Law
infirmaries
and facilitie
for such
operation

39248. (*Mr. Loch.*) With no other medical man assisting?—With the junior assistants probably. That was spread over the different infirmaries. An immense experience thus goes to the senior medical officer of such institutions; it is a most valuable appointment for him. It gives him individual skill, but his knowledge is not diffused through the medical profession, and it is not utilised for the public benefit.

39249. (*Chairman.*) That means the operations were performed by one man?—Yes, one man in each infirmary.

39250. (*Dr. Downes.*) With assistants?—Yes, of course.

39251. (*Mr. Nunn.*) How many of those infirmaries have operating rooms?—I think all the infirmaries have.

39252. That have been approved by the Association?—I have been through a good many of them; I think they are very good. I think that the weak point about these infirmaries is the excessive number of probationers on the nursing staff.

39253. (*Chairman.*) I think we have got so far as the question of establishing medical schools in connection with infirmaries?—(*Mr. Whitaker.*) Yes.

39254. Then you suggest that there should be clinical records kept of cases?—Yes, we do.

39255. Is that not done now?—Not in all infirmaries; that is, it is not done scientifically. We think it adds greatly to the value of the work, and makes men do their work better if they are required to keep such records as would be kept in a general hospital.

39256. Is there some authorised record which is in vogue in most hospitals?—In the large teaching hospitals there are recognised systems of case-taking, and of keeping certain records.

39257. And you would suggest that the Poor Law infirmaries should fit into that?—Yes, throughout the country, including quite the small workhouse infirmaries.

39258. You consider there should be a uniform system of record?—A uniform system of keeping the purely clinical facts, the purely medical facts.

Need of
clinical
record of
cases in
Poor Law
infirmaries

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Proposal to make Poor Law infirmaries open to public inspection.

Need of power to call in and pay for specialists for Poor Law infirmaries cases.

Proposed combination of rural unions for medical relief with a view to classification by institutions.

The sanitary authority should be solely responsible for notifiable infectious diseases.

39259. Your next point, I see, is as regards the institutions being open to reasonable public inspection; what have you to say on that?—The point of it is, that you can only get admission to a Poor Law infirmery by order of a guardian. If any respectable person went to a large general hospital at a reasonable time and asked to be allowed to go over that institution, he would be allowed to do so. We consider that the Poor Law infirmaries should be open to public inspection in the same way, and that it is a guarantee of the efficiency of the institution that any respectable person going at a reasonable time should be allowed to go over it, and see how the place is being conducted.

39260. But surely the entrance into a hospital is optional, and at the discretion of the Secretary, or whoever may be there in authority?—Yes, it is at discretion, but leave would not be refused to a person who went at a reasonable time. With the Poor Law infirmery, on the other hand, you would not get admission except by a special order from a guardian.

39261. And that order would have to be obtained in advance?—Yes.

39262. In Paragraph 25 you say, "Provision should be made for obtaining special medical or surgical assistance in Poor Law infirmaries where necessary"; what do you mean by that?—That in cases of a special nature, for example, a difficult case requiring special skill for diagnosis, or requiring special skill for an operation, there should be provision, whereby the person who possesses that skill can be called in and paid for doing whatever is necessary.

39263. Is that not the practice now?—No. It comes really under the same head as the suggestion as to consultations in Paragraphs 10, 11, and 12.

39264. Your next proposal is the amalgamation of groups of infirmaries, and that is associated rather with your suggestion as regards the classification of work-houses. In both those cases it would be necessary to increase the area if you want compulsory classification, would it not?—Yes.

39265. Would your idea be to have so large an area that you would only have one particular form of disease treated in one infirmery?—That certain groups of diseases should be treated in one infirmery; for example, you would probably provide special infirmaries for incurable cases.

39266. Of course that would only be possible where there were large centres of population?—Or in very large country districts.

39267. You see you would remove these patients some little distance from their relatives, and they might be in a dying state?—Yes.

39268. Then according to Paragraph 28, you would wish that the responsibility for dealing with all cases of infectious disease should be placed upon the sanitary authority?—Yes. There are very varying practices we find in that matter. Both authorities have the power to deal with these cases. In some instances, the sanitary authority deals with all these cases; and in some instances the guardians deal with their own infectious diseases, and sometimes they send them to the sanitary authority, paying the sanitary authority for the care of them. We think it is much better that the sanitary authority should deal with all questions of infectious disease.

39269. Is not the tendency in our days to increase the number and scope of infectious diseases, and to treat as infectious diseases diseases which were not previously considered so?—Many diseases are now found to be infectious which were not previously thought to be so, such as phthisis for example.

39270. This recommendation (28), would result in gradually giving to the sanitary authority more and more cases to deal with, would it not?—I think perhaps the Committee had in mind notifiable infectious diseases, say, those that would be compulsorily notified under the Notification Act. (*Dr. Langley Browne.*) I think it is claimed very often that the guardians are not bound to provide for infectious diseases. I know they hold in some places that the sanitary authority has to provide for the isolation of infectious diseases in the case of every burgess and everyone living in the district. Then others hold,

I know, very often, that they are not bound to provide at the infirmaries for infectious diseases, and that that is the duty of the sanitary authority. I am only giving my own opinion, but I believe there is no settled law upon the subject.

39271. In London, of course, you have an asylums board?—(*Dr. Ford Anderson.*) Yes; but the guardians pay, and they treat the different cases in different ways. For instance cases of measles are sent to the infirmaries, ringworm in the first instance is sent to the infirmaries, and erysipelas is sent to the infirmaries; but all the others go to the Metropolitan Asylums Board, and the guardians pay.

39272. I believe that there are difficulties in connection with the treatment of certain diseases, such as whooping-cough and measles?—Yes.

39273. They are not notifiable?—That is so.

39274. But they are infectious?—Yes. They go to the infirmaries.

39275. Is it your idea that you would give those cases to the sanitary authority?—(*Mr. Whitaker.*) I think that the committee in making this recommendation had in mind the notifiable cases.

39276. They did not wish to go beyond those?—I do not think they were going beyond the notifiable cases.

39277. (*Mr. Nunn.*) Has the Association come to any definite conclusion as to the treatment of phthisis as a voluntarily notifiable disease?—No; there has been no definite conclusion come to on the point.

39278. They do not take a side either with the Local Government Board or with the Metropolitan Asylums Board on the subject?—They have not done as a body; there has been no definite finding on the matter.

39279. I suppose the Association will be in favour of making it a compulsory disease?—One can only speak as to one's impression. I should imagine that the majority of medical practitioners would be in favour of some kind of provision for the notification of phthisis.

39280. (*Chairman.*) Do you know whether the objection to the notification of phthisis is at all based on the difficulty of dealing with the case afterwards, on account of its duration?—I could not say. (*Dr. Langley Browne.*) I think, taking the good of the whole community, that we are decidedly of opinion that phthisis ought to be notified; but that is a very cruel proceeding, and a very hard one on a great many people. It is terribly cruel, but still I think myself it is right, and should be done, and I believe most of us hold that view now. You should notify early, although you must remember it will get known, and very often if you notify that anyone is suffering from phthisis, that means that he will get his discharge from his employment. Until there are provisions for taking and isolating a case, or giving him sanatorium treatment, until he is certified as being free from the active condition of phthisis, it is very doubtful whether it would do good generally; but I think if you take medical opinion only, medical men will say that it ought to be done, although it is a very cruel and hard thing to have to do it.

39281. And it further involves probably, if the man is married and has children, throwing them upon the rates while he is being treated?—Yes, it does involve that.

39282. (*Mr. Nunn.*) May I ask whether the Association has had its attention directed to any actual cases in which a man has lost his work through consumption having been notified in his case?—I do not know of any case in which it has been notified. It has been done voluntarily in one town only, I believe, and that is Bradford. (*Mr. Whitaker.*) Bradford, I think, is the chief case where there is notification of phthisis.

39283. It is done in a great many places, I understand?—(*Dr. Ford Anderson.*) We have got it in some of the London parishes. In Hampstead we have got voluntary notification, and it is very successful there, so far as it goes. Sheffield is one of the towns where it is compulsory.

39284. It is the only town, I think. I was anxious to ascertain if there were any cases actually known of

Attitude of British Medical Association as to treatment of phthisis.

The notification of phthisis and difficulties thereof.

persons who have lost their appointment through notification, because I have never, after very diligent search, come across one?—I have never heard of any.

39285. (*Chairman.*) I suppose what you rather had in your mind was that if a man does declare himself as phthisical, or presents himself for examination on the ground that he is suffering from phthisis, and that is proved, it would imperil his employment?—(*Dr. Langley Browne.*) That is so. I know of cases in which a man has been sent away from his work because he has had infectious disease in his house, when he has not been suffering from it himself, and his wages have not been paid. On the other hand, I know of a very large firm in which they pay the wages of every man who stops away while he has, say, scarlet fever in his house.

39286. (*Mr. Nunn.*) Do you regard this as desirable from the point of view of the other workmen and of their families?—Yes, I think so.

39287. So that, either way you take it, there is not very much bottom in the argument, is there, that it may injure a man with his employer?—No.

39288. Even if one found cases where a man did lose his work through the notification of phthisis, the probability is, at all events, that it would be better for him to find a different kind of work, more isolated in the country, than to go on working with companions in a workshop in a town?—In the case of the ordinary workman that might be so; but for the large class of clerks, for instance, it would be very hard upon them, because it would be very difficult for them to find work anywhere else.

39289. Ought they to be going on with their work?—No; you are quite right there; they ought not. (*Dr. Macdonald.*) What are you going to do with them.

39290. (*Sir Samuel Provis.*) That is a question I was going to ask you. What are you going to do with them?—(*Dr. Ford Anderson.*) Although the Association has not touched upon the subject, I may state that with regard to London it has been proposed by a large section of the profession that the Metropolitan Asylums Board should undertake the care of advanced cases of phthisis, as it is chiefly through the advanced cases of phthisis that the disease spreads; but so far the Metropolitan Asylums Board has not seen its way to accede to the request.

39291. The cost would be very great, I suppose?—Yes, I suppose that is it. May I say one word before this paragraph is left with regard to London? I wish to express my opinion that from a knowledge of the voluntary notification of phthisis which has come under my notice I cannot believe it is possible for the knowledge of that to be spread through the neighbourhood. If the patient himself chooses to tell that is his affair, but it is impossible that it could transpire through the officials, except through some grave neglect of duty, which would be punishable. So that I do not see how it is possible for the knowledge of the existence of the disease to spread in London as a result of notification, except through the patient or the patient's friends whom we cannot control.

39292. Would not the medical officer visit the patient?—It is generally some one else who visits, at least within my field of experience.

39293. Perhaps you did not quite understand. What I thought you said was that if the disease was notified no one would know anything about it?—No one would know who could injure the patient by that knowledge.

39294. But would not the result of notification be that the medical officer of health, or one of his assistants, would visit the case?—That is not the way it is done in my borough. It is done in a very unostentatious way, and every care is taken. It is done through a private society which works in conjunction with the sanitary officer, and it is done so as to keep the matter absolutely secret. It has been asked if any one can cite a case in which the knowledge has injured the patient. I can say from my own experience that I have never known of such a case in the Borough of Hampstead.

39295. So that to make the suggestion work, you would want some voluntary association which would undertake labours of the kind you refer to?—Yes, I think that is desirable.

39296. (*Chairman.*) Then as regards venereal disease, you suggest that all persons suffering under this ailment who seek relief from the Poor Law should be detained until no longer infectious. I assume that you would apply, or you would wish to apply, the same powers of detention to those in any hospital who are suffering from the same disease?—(*Mr. Whitaker.*) Yes. It should be treated as a matter of infectious disease, and they should be detained until, as far as can be reasonably certified, they are no longer a danger to the community.

39297. Now we come to the proposition for bringing 29 Jan. 1907.
Poor Law infirmaries and general hospitals under common management. You state that the only plan that you are aware of, which has been up to now put forward, is that the municipality should maintain and control these hospitals, and that the opinion of the medical profession is at present adverse to this proposal?—Yes.

39298. The objections to a proposal of that kind are pretty obvious; they would freeze up charity, and the hospitals would lose their distinct autonomy?—Yes.

39299. But I assume that the British Medical Association would be in favour of some system, by which you could bring the Poor Law infirmaries and the general hospitals to work together on agreed and common principles?—Yes. If any suggestion of the kind should be made, I think in the interests of efficiency they would be glad to see co-ordination. But I may say that, on this question up to the present, the Association has not pronounced any definite opinion. It was only seeing that they had to give evidence that the question was considered, and the Council of the Association have felt that all they could say at the moment is that opinion is adverse to the only plan that, so far as they know, has been definitely put forward.

39300. You have not gone further than that?—No.

39301. I was going to suggest that it might be possible to frame a scheme by which certain conditions might be laid down for the hospitals, and, if they accepted those conditions, they might get some support; but you have not considered that?—It has not been considered, so far as I am aware.

39302. I suppose a municipality now can erect a hospital out of the rates?—Yes.

39303. And can practically give a very considerable amount of medical relief?—Yes. That is under the powers of the Public Health Act, Sec. 155, I think.

39304. As you are aware, they are powers about which certain questions are raised, but I think the construction put upon them is that they give a very wide latitude?—Those powers, which are very wide powers, have been utilised lately for the payment of medical men called in to assist midwives, I believe.

39305. Then we come to the question of attendance in emergencies. Have you had any cases brought before you in reply to your queries, in which inconvenience has arisen from having to comply with the existing machinery before medical relief could be obtained?—I am afraid that the wording of Paragraph 31 is imperfect. As a matter of fact, there is nothing to prevent the medical officer attending in a case of emergency. The paragraph only means that it is an addition to his work for which he does not get any remuneration. I rather think the point there is that where a Poor Law medical officer is required to attend in cases of emergency, provision should be made for payment in certain of those cases—the particular cases of emergency where it is found the patient could afford to pay, for example; and also, that the Poor Law medical officer should not be overworked by night calls and emergency calls, which add enormously to the strain upon him, without some compensation. (*Dr. Langley Browne.*) I think provision ought to be made by which anybody can have a doctor in a case of emergency. One should not have to run about from doctor to doctor, and that either in the night or in the day one visit should be paid for by the sanitary authority to any doctor going.

39306. Or by the Poor Law?—No, I would say by the sanitary authority. I think that in that case it should not be provided for paupers only. Any one wanting a doctor in a hurry, and not having the money ready, should be able to get one visit either in the day or in the night. I believe that in the public medical

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Proposed detention of venereal cases.

Objections to amalgamation of Poor Law and voluntary hospitals.

Power of sanitary authority to provide hospitals.

Difficulty as to payment for attendance of district medical officer without relieving officer's order.

Suggestion that sanitary authority should provide emergency medical relief.

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service in Paris, for instance, a certain sum is paid at night and a certain sum in the day. In England the police have power to call in a doctor in special cases, and there is a sum fixed which is paid out of the Police Fund. Therefore, the police being under the Watch Committee, it would be better that the sanitary authority should pay the fees, so that any doctor who liked and who chose to put his name on a list, people would be able to go to and could get one visit from him. That is for emergency visits. Without going to the relieving officer at all, or without going into the question whether a person is a pauper or not, people who have not money should be able to get a doctor, and the doctor himself should be paid a moderate amount just for one visit in the day or one visit in the night. Then afterwards the patient has time to arrange.

39307. Admitting that there should be something done to facilitate dealing with cases of emergency, would it not be inconvenient to give another authority than the Poor Law the power of paying for these cases?—I do not mind which authority pays, but I do not think that would be very inconvenient myself. For instance, the police visits are already paid for by the town councils in towns when a policeman sends for medical help at night.

39308. (*Mr. Nunn.*) Why would you prefer the sanitary authority to the Poor Law authority?—I do not mind which.

Alleged inaccessibility of medical relief

39309. (*Mr. Phelps.*) I should like to ask whether the Association have had brought before them any instances of hardships arising under these circumstances?—Yes. The other day there was a case published in the papers of a woman who had been to seven doctors and could not get one to come. It often does arise.

39310. Those cases that appear in the papers require very careful sifting. I should have thought that almost any Poor Law doctor you could name would go at once if sent for under those circumstances. At least that is my experience. You neglect the pecuniary question, but surely that question arises afterwards when the patient goes to the relieving officer for an order, and if the relieving officer thinks he is able to pay he refuses the order, and then he does have to pay the medical practitioner?—(*Dr. Macdonald.*) That is not the point, because they frequently find that the Poor Law medical officer is not at home, and so they go to another doctor. He is summoned in an emergency, and if he does not go, the local press and everybody else are down on the hard-heartedness of the medical profession, of course. It may not suit him just then to go; or, if he goes, he gets no payment for it.

Existing special facilities for emergency medical relief.

39311. (*Dr. Downes.*) Are the association acquainted with what is done in some of the eastern unions in London, whereby they notify all the medical practitioners in their district that they will, in emergency cases, pay 3s. 6d. for a day visit and 7s. for a night visit?—No.

39312. That is being done in certain unions under the Poor Law?—That is exactly what *Dr. Langley Browne* is asking for.

39313. That is in the case of poor persons who cannot pay for themselves, of course?—(*Dr. Langley Browne.*) That is all I want really.

39314. (*Sir Samuel Provis.*) You are aware, are you not, that there is a statutory provision enabling the guardians to pay a fee in a case of emergency?—But they never do it.

Difficulty as to payment for attendance of medical officer without relieving officer's order.

39315. *Dr. Downes* has given you a case?—You cannot give a country case. (*Mr. Whitaker.*) It is on the question of hardship that this question has come under the notice of the Association. We have again and again had instances where doctors were called in to attend cases, and they can either accept or refuse. They go, perhaps at considerable inconvenience, with the probability that they will not be paid for going, or that they will have to take the risk of not being paid. If they do not go and anything goes wrong, then they are accused of cruelty and inhumanity. If they do go the rule is that they do not get paid.

39316. (*Mr. Phelps.*) Take again your Paragraph 25, which is the same sort of question. Is it not the fact that Poor Law guardians are empowered to supply special medical or surgical attendance in the infirmaries?—(*Dr.*

Macdonald.) There is no compulsion on the board of guardians to pay a doctor who assists in a case. Only the other day one of our committee, who mentioned it himself, was called in to assist a medical officer; he went and gave his assistance and he claimed his fees afterward. The man said, "Certainly not; if you had asked for permission beforehand, we should probably have given it, but as you have only asked afterwards we shall not pay."

Difficulty as to payment of fees of consultants called in by Poor Law medical officers.

39317. (*Mr. Loch.*) It is compulsion you now ask for, is it not?—We want some authority to require the payment of fees in those cases.

39318. (*Mr. Phelps.*) Paragraph 25 would be better worded then if it were to read, "remunerated specially" instead of "obtaining"?—(*Mr. Whitaker.*) We should say that the provision should be improved.

39319. (*Chairman.*) That paragraph does want a little re-drafting?—(*Dr. Macdonald.*) I should like you to look at it from the other point of view. It is not only from a medical man's point of view that I should like you to take cognisance of this thing. It is from the point of view of the people themselves. There is no question that they would get better attention in many cases if it were understood that there was some provision made for payment and for seeing that this necessary medical help was called in. Medical men are only human, and I have no doubt that in very many cases men refuse to go and see patients who would go if they had any idea that they would get their payment.

39320. (*Mr. Nunn.*) Outside the Poor Law is there any general obligation on the part of medical men as a matter of professional feeling to attend to a case of emergency?—Yes. (*Mr. Whitaker.*) Of course there is the sense of responsibility in the profession and if they believed it was a real emergency they would go. The difficulty always is to know whether it is an emergency. You are called so frequently to cases which are stated to be cases of emergency, and when you see the patient you find they are not so. (*Dr. Macdonald.*) The common sort of call we get is that a person comes to you between 2 and 3 o'clock in the morning, and says: "Can you see this case, she is very ill, and it is a case of sudden emergency." You go there and find the patient has probably been ill for three or four days, and they could just as well have sent for you early in the day or the next morning. These are cases that are constantly coming under medical men's notice. (*Dr. Ford Anderson.*) In the district in which I live that is chiefly met by the police. The policeman comes and tells you that a case of emergency requires immediate attention, and he gives you a paper promising to pay 3s. 6d. in the day and 7s. 6d. at night. The coming of the policeman is a guarantee that it is a real emergency. I have not met with the system which *Dr. Downes* alludes to as being done by the Poor Law; I have no doubt it is. In my district it is carried out chiefly by the police, which answers the purpose quite well.

39321. (*Sir Samuel Provis.*) How are the police put in action in those cases?—They are called in, and they see that the case really wants attention, and then they come to us. (*Mr. Whitaker.*) We have had the question of payment through the police carefully gone into, and I think the Watch Committee are the authority through whom the payment is made. In some parts of the country there have been great complaints that the system is too lax, and that the policemen are allowed to call doctors in without giving any guarantee for payment.

39322. (*Chairman.*) Now we will pass to Paragraph 33, which deals with the question of district nurses. Would you make it compulsory on Poor Law authorities to subscribe towards the maintenance of district nurses?—Yes.

Proposed compulsory provision of district nurses by guardians.

39323. In proportion to the population?—Yes, there should be a reasonable provision with regard to population.

39324. Apparently you think that at present district nurses are not under sufficient control?—Yes.

Need of medical control of district nurses.

39325. How are they regulated now?—They are usually employed by voluntary associations, and they become a kind of unqualified general practitioners for the district for children's ailments, and medical matters generally.

39326. And you would wish that all district nurses, no matter who employed them, should be put under medical control?—Yes.

39327. Would it be the medical control of the Poor Law?—It should be medical supervision either by the Poor Law medical officers or by the medical officer of health. That would depend on the arrangement and the convenience of the district.

39328. Now we come to part C, which deals with questions of Poor Law administration not relating specially to medical relief, but considered from the public health standpoint. I think we had better take Paragraphs 34, 35 and 36 together, because they fit one into another. You say that the medical officers have expressed an adverse opinion to the present system of administration by boards of guardians; does that mean that they would like to have another body administering the functions which boards of guardians now discharge?—Yes. I think in some instances it is merely a complaint that boards of guardians, or the board of guardians of which the medical officer has experience, are not competent for their work; and in other cases it is really a reasoned opinion that bodies selected from wider areas, and having perhaps wider functions, would attract a class of men who are really more competent to do the work, and that the kinds of people who become guardians are in many cases not really qualified for the responsibilities of the position.

39329. That is, they are not qualified for the duties which they have to discharge, which are very difficult, and in certain cases above their capacity?—The duties of boards of guardians do not attract people of the type which is required in some cases.

39330. The first suggestion is that the unit of the Poor Law should be larger. We have had a good deal of evidence to that effect. Of course the larger the area the easier classification would become?—Yes.

39331. Why do you think county council areas would not be possible or suitable?—That question came before the association in connection with the report of the committee on the housing of the working-classes, where the suggestion was made that the county council areas should be adopted instead of the present rural district council areas. It was considered that in many cases the county council areas would be too large for effective supervision. Of course the county councils have been created in conformity with conditions that have grown up historically, and if you are really trying to elaborate a scientific system of administration you should not be fettered by the existing geographical conditions, but should adapt the system to the real requirements of administration.

39332. If that involves great dislocation of existing areas, it raises almost insuperable objections, does it not?—In the creation of the county councils, existing areas were interfered with very considerably in some districts. For instance, you have Lincolnshire; that was broken up into three or four county council areas. Then you have Yorkshire again, which was broken up into several county council areas.

39333. (*Sir Samuel Provis.*) But they were all existing areas previously, were they not?—Were those in Lindsey? (*Dr. Langley-Browne.*) Yes. They took out the county boroughs too.

39334. (*Chairman.*) Your objection is really a practical objection; you think that you would accept whatever area would be found to be the most suitable?—(*Mr. Whitaker.*) Yes, taking all considerations into account, especially having regard to the general convenience, which would not necessarily mean county council areas. We find for sanitary purposes, and also perhaps for Poor Law purposes many of the county council areas would be too large.

39335. That is, of course, assuming that there were centralised in the body governing that area all the duties now performed by boards of guardians?—Yes.

39336. But it might be possible to have a large area, with a central body discharging a great many of these duties and devolving minor duties upon local bodies?—Yes, I think so.

39337. I suppose what was really meant was that the county council areas were too big, assuming you attempted to combine in one body all the duties that are now discharged by several bodies?—Yes. The county council area is too big an area.

39338. We have had a great deal of evidence recently about the administration of medical relief, and there have been certain suggestions made. It has been suggested in the first place that vaccination and the registration of births and deaths should be taken from the Poor Law authorities and transferred to the health authorities?—I think the medical profession would be in favour of that.

39339. Then it has also been suggested that there should be an amalgamation of the duties now performed by the health officers and the Poor Law medical officers. Would it be possible to construct a scheme by which they would fit one into another?—Yes. That has been suggested by some members of the profession, and that was considered by the Association to fall under paragraph 19, Section A. They would consider that, if you were putting it under the health officers, that would correspond to the creation of a State medical service to perform practically all these duties, and we could not say that the opinion of the profession was at all in favour of that at present. I know that many members of the profession feel very strongly that the duties of the medical officer of health are duties of inspection and administration, and are quite different from the duties of attendance on patients which the Poor Law medical officer has to perform—that there is all the difference in the world between the prevention of disease and administration on the one side, and actual attendance on disease on the other side; and that there is not necessarily any advantage in giving the medical officer of health these other duties.

39340. But you have not gone very much into this matter, have you?—No, the Association has not.

39341. It has been suggested to us on the other side that there is, so to say, a direct association between the two duties of the prevention of outbreaks of disease, and the individual treatment which subsequently follows, because it enables the officers, very often, to trace the disease to its source?—There might be a certain amount of co-ordination between the two services. In any case, the medical officer of health has quite enough to do, and he could not personally do the duties of a Poor Law medical officer. You could have a service which was all linked together, but you would require far more medical officers of health, in other words, a far larger health service than you have if the yare to take over the Poor Law duties as well. (*Dr. Ford Anderson*) I think with regard to vaccination the idea has been expressed by the association that the sanitary authority which deals with the disease should also deal with the prevention of the disease. (*Mr. Whitaker*) That is so as regards vaccination, and as regards births and deaths registration, but not as regards transferring to the medical officer of health the whole of the Poor Law work. (*Dr. Langley Browne*) I think it is a great general idea that the medical officer of health should whenever possible not be a man in private practice, but that he should have sufficient administrative duties to take him away from competition with the doctors in the neighbourhood; and that the control of the vaccination, but not the performance of the vaccination, should be under the sanitary authority; I mean that the vaccination should not actually be performed by the medical officer of health, but that the control of it should be in his hands, because like isolation it is one of his means of preventing disease. I think the general feeling is that there should, wherever possible, be sufficiently good health appointments, and sufficiently enough for them to do, to take them out of the list of general practitioners.

39342. The appointments of health officers carry higher pay than those of Poor Law officers, and I think it was suggested rather that it would attract men into the Poor Law medical service if they had a chance of promotion afterwards?—Yes. It would be quite impossible in many places for the medical officer of health to attend to cases also. You want a much larger Poor Law staff than you want health staff.

39343. (*Mr. Nunn.*) Would it not amount very much to the present district medical officers being put under the nominal supervision of the medical officer of health for the district?—But there is a change of authority again.

39344. I am assuming the change of authority; does it amount to much more than that?—Yes, because if

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Proposal to remove vaccination and registration of births and deaths from Poor Law. Objections to amalgamation of offices of medical officer of health, and Poor Law medical officer.

Proposal to remove vaccination and registration of births and deaths from Poor Law.

Drs. F. Anderson, M.D., J. A. Macdonald, M.D., H. L. Browne, M.D., and Mr. J. S. Whitaker, M.R.C.S., L.R.C.P.

you put them under the medical officer of health, their pay has to go over as well. They would have to be paid by the sanitary authority too.

39345. You were saying that the medical officer of health would have to visit every individual case, and therefore the combination would break down, but I am suggesting that it would not necessarily mean that at all?—No, it would not mean that. From what I know of the work the sanitary authorities have to do, not only under the Public Health Act, but in connection with the diseases of animals, lodging houses, canal boats and many other things, I do not think they would have any possible time to take up the work of the Poor Law.

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Difficulties of amalgamating offices of medical officers of health and Poor Law medical officer.

39346. (*Mr. Loch.*) And you think there is a logical distinction between the work of the medical officer of health and the work of the Poor Law medical officer?—There may be; I think so myself.

39347. (*Sir Samuel Provis.*) Would you say it is desirable that the area of the medical officer of health should be one of some size?—Yes, undoubtedly.

39348. In the case of the Poor Law medical officer is it not desirable that it should be rather small, so that the poor should readily get at him?—Undoubtedly, and you have got that regulation now, although it is not carried out. To prevent a man being over-worked the area has to be so much and the population so much, only it is never stuck to.

Proposal to make Poor Law and sanitary areas coterminous

39349. (*Chairman.*) You suggest here that the areas of the local Poor Law authority and of the local sanitary authority should be identical?—Yes; that means the authority, not the officer.

39350. Would it not amount to what Mr. Nunn says, namely, that the sanitary officer would be in charge of the whole district, but the district medical officers would remain as before in charge of their respective portions of the district?—That would be so.

Extent to which sanitary authorities give medical relief.

39351. Have you ever looked at it from this point of view—that the sanitary or health committees of these large boroughs are developing a good deal of activity and are giving a good deal of medical relief and help in one way and another, and that they may in course of time compete with, or impinge on, the medical relief given by the Poor Law?—It should not do so. The sanitary authority have the powers under private Acts recently of giving special medical relief and of providing nurses, but otherwise I do not know that they do develop the medical relief at all on any other lines except those of the medical officer of health.

e.g., question of milk depôts.

39352. (*Mr. Gardiner.*) What do you say about these milk depôts, for instance?—Those again come under the medical officer of health. They could not come under anyone else.

39353. But it is distinctly poor relief, is it not?—I do not think so.

39354. What is the difference? Is not the mother too poor to provide the milk her baby requires?—I think it goes a good deal further than that. If you go in for municipal milk depôts, I think what you want to do is to insure that the children shall be decently fed for the sake of the good of the community. I do not think it has anything whatever to do with the Poor Law or with pauperism.

39355. (*Sir Samuel Provis.*) The milk is not supplied gratuitously, is it?—It may be, I think it is worth supplying gratuitously.

39356. Generally at these depôts do they not sell it?—It is not supplied gratuitously as a rule, but I think they might very well do it with great advantage.

39357. (*Mr. Nunn.*) I think they generally get good milk at the price of bad, do they not?—(*Dr. Macdonald.*) What is the price of bad milk?

Proposed continuance of ad hoc Poor Law authorities.

39358. (*Chairman.*) Whilst you would like to increase the area, I assume that you would still want an authority directly elected for the purpose of the Poor Law?—(*Mr. Whitaker.*) Yes, I think so.

39359. You would not propose to graft their duties upon any existing administration?—Certainly the association has not considered that point or made any recommendation upon it; but, of course, we think that the areas should be identical for every purpose, whatever authorities there are.

39360. For sanitary and Poor Law purposes, and I assume, if possible, for municipal purposes?—Yes.

39361. (*Dr. Downes.*) I do not quite understand this: The areas of local sanitary administration are as a rule very much smaller than the areas of Poor Law administration, are they not?—Yes.

39362. Then I cannot reconcile that with your suggestion in Paragraph 36?—The association agrees with the recommendation of the Select Committee on the Housing of the Working Classes that the sanitary areas ought to be much larger.

39363. Then you are assuming that the sanitary areas ought to be larger than they are?—Yes.

39364. (*Chairman.*) Have you any objection in the rural districts to the same officer being medical officer and sanitary officer?—That very often is the case. I should think as a rule in a really small rural district the same man does all the work; he is private practitioner, district medical officer and sanitary officer, he has to do the whole thing.

39365. (*Mr. Loch.*) Do you approve of that?—It is inevitable. There are not enough medical men to go round.

39366. (*Sir Samuel Provis.*) If you could abolish it, would you think that desirable?—It would be entirely a question of whether he had time to carry out his duties.

39367. Would it not also be the case that sometimes a man who might be a very good district medical officer would not have the special qualifications required for health work?—Yes, that might be so.

39368. (*Chairman.*) If it is advisable in rural districts that the same man should do this work, does it not rather follow that in urban districts, if you could adjust the conditions, it might be advisable that there should be the same arrangement?—The only justification for it in rural districts is that because of the paucity of medical men you must have the same man to do the work, and you may be not able to get anybody else. It depends on the size of the district so much.

39369. And on that ground only would you approve of it there?—On that ground only.

39370. (*Mr. Nunn.*) May we ask whether any defects have been observed in the administration either of the Poor Law or of the Sanitary Law, where the two offices are combined in one man?—Of course there are many districts where there are complaints, but I do not know whether it has been proved that they are due to that cause. You may have an incompetent man under any system.

39371. You cannot say whether the grounds for the complaints have been traced to the combination of the two offices in one man?—I do not know of any cases that have been particularly brought under our notice.

39372. May we ask, therefore, why you are not in favour of the two offices being combined?—The opinion of the association has been that the sanitary areas ought to be made larger than they are at present. I think the answer to the question was given just now by a member of the Commission, that, whereas in Poor Law work you require a man who is in close contact with his work and who is immediately available, to get an efficient medical officer of health you may require a man serving a wider area, so that you can pay the salary and get the work of inspection properly done.

39373. I see you put it in your statement that you think the sanitary and Poor Law areas ought to be the same?—That is for the governing body, the administrative body; but it does not follow that the medical officers would have the same area. You might have several Poor Law medical officers for one Poor Law area, just as you have for the present unions, where you have several districts each with its district medical officer, but the administrative unit is the union.

39374. What other objection have you to one medical officer of health having the Poor Law medical officers under him in whatever area may be found most convenient?—We have not raised any objection to that.

39375. And you do not raise any objection to that?—No, we do not raise any objection to that.

Proposal to make Poor Law and sanitary areas coterminous

Question of union of offices of district medical officer and medical officer of health in rural districts.

Objection to amalgamation of offices of medical officer of health and district medical officer.

39376. (*Mr. Loch.*) I understand that one of the witnesses said that he saw between the sanitary work and the Poor Law medical work a logical division?—If the same man was doing both kinds of work, but not if the medical officer of health was merely an inspector and supervisor. That would be quite another matter. The point was whether the same man should do both kinds of work.

39377. (*Mr. Nunn.*) Actually himself?—Yes, whether actually himself he should do both kinds of work.

39378. (*Mr. Loch.*) But your answer leads to this, does it not, that your sanitary officer or inspector becomes a two-fold functionary; on the one hand he is doing the preventive work of health, which he is now doing, and on the other hand, he becomes simply an inspector of those officers under him, but not doing work kindred to them otherwise?—Would not his work, so far as he was their inspector or supervisor, really be part of his general preventive work? It would not be clinical attendance. The distinction which I think we made was between the actual clinical attendance in illness and the administrative duties and preventive duties of the medical officer of health.

39379. The work of a medical officer of health would be so far different that part of his work would be preventive work—that is allowed, is it not?—Yes.

39380. And the other part of his work would be really the work of the officials under him, who would be doing no preventive work, but would be doing actual medical healing work?—But they are all part of the same, and they are only different aspects of the same work. Their clinical work has its preventive aspect.

39381. Undoubtedly, only if you want the one group of officers to undertake the work of medical relief with all its calls and all its duties, it is a question whether the person to supervise them is to be a medical officer who takes no part in their relief work, but is primarily engaged in doing something entirely different, namely, the preventive work of the community?—Yes, that is so.

39382. It seemed to me that practically, unconsciously almost, you seemed to be tacking on to the medical officer of health's new functions, *qua* inspector, a branch of work which otherwise would not come under his cognisance?—I do not think we went further really than saying we raised no objection to that. The whole difficulty is that the association has not definitely considered these proposals, and the difficulty is in giving a positive answer on matters that have not been so considered.

39383. (*Mr. Nunn.*) I think you understood my question as not covering the question of relief, but as covering the question of medical attendance. It is quite possible, is it not, to conceive of a medical officer attending a case medically just as he does in a rich family, and some totally different authority supplying the relief as it does in a rich family?—Yes. (*Dr. Langley Browne.*) I think the great point is this, that the medical officer of health should not be the medical attendant of the authority he works for. That is really it. If a man has half-a-dozen good patients on the board, how can he really do his duty? We want to separate him altogether from the necessity of attendance on patients.

39384. You mean we must assume that he has no private practice—I think there are several factors we must assume, and that, of course, must be one of them?—Yes; but that is not so at present.

39385. (*Mr. Russell Wakefield.*) Do you assume that he is to have no private practice?—We think that all these officers ought to be sufficiently well paid so that they should have no private practice, and that their areas should be sufficiently large to give them enough work to do.

39386. Are you thinking of the temptation, which is rather possible at the present day, that a man would take some of these offices on account of his getting a private practice as well?—(*Dr. Macdonald.*) Yes.

39387. That is the temptation, that a man might not care very much for the work, either his sanitary work or his Poor Law work, but might take the office because of the private practice he would get in consequence?—(*Mr. Whitaker.*) There is that difficulty.

39388. (*Miss Hill.*) Has it not to be considered in relation to the amalgamation of the duties of the medical officer of health and of the Poor Law medical officer, that unless you are prepared to give the medical attendance, you must have a staff of officers to make inquiries, and that you have at present attached to the public health office no staff of inquirers, and no one analogous to the relieving officer; but that if you were to appoint them, you would be doing the duty twice over, because the question of maintenance would come in, and you would have the relieving officers inquiring whether the people could pay for maintenance, and the sanitary inspectors inquiring whether they could pay for medical attendance?

(*Mr. Nunn.*) Is it not true that the same objections do not apply to the giving of medical assistance as arise when you are giving the additional nourishments? (*Miss Hill.*) Probably, but you would have two sets of functionaries inquiring into the case?—(*Dr. Macdonald.*) I think a mistake has arisen with regard to the word "supervision." I think one of the Commissioners suggested that the Poor Law medical officer should be under the supervision of the medical officer of health, but I do not see how that is possible. There is no supervision at present of the Poor Law medical officers, except the report to the authority every time. But it is quite possible that you may have a medical officer of health with a large district, and many Poor Law medical officers in the district, who would be responsible to him for the public health work, the sanitary arrangements, and such things as that, but not for his attendances on the patients as patients. There would be no supervision of their attendances as Poor Law medical officers, but there would be supervision of their work as far as the sanitary work went. (*Dr. Ford Anderson.*) *Mr. Loch*, in speaking of this, spoke as if the Poor Law medical officer would be under the medical officer of health. I do not think the Association ever meant that. I think what the Association meant was that the Poor Law medical officer should be under the sanitary authority, that is, under the same authority as the medical officer of health.

39389. (*Chairman.*) You are aware of the argument used against the continuance of the present system of medical relief under the Poor Law, namely, that the fact of its being associated with the Poor Law is in certain cases a deterrent to people asking in the early stages of illness for medical help?—(*Mr. Whitaker.*) That is so; it is the fact that it is a deterrent.

39390. What is your opinion as an Association? Do you believe that it is a deterrent?—We know, as a matter of fact, that it is a deterrent.

39391. You know that?—The experience of every practitioner shows that people avoid calling in the parish doctor, because he is the parish doctor. (*Dr. Macdonald.*) That is so; there is no question of it. That is the experience of every medical officer, I think.

39392. Assuming you could dissociate a satisfactory system of medical relief from the Poor Law, it would in its operation in that sense be more satisfactory, then?—I think so; and that is why some of the members suggested that "(C)" system, which was referred to just now, that is, that the Poor Law should pay the contract rates to the medical officer, and they should not come under Poor Law relief at all. There is no necessity why it should be known.

39393. How would the system work? You see a Proposed person would select one of those officers, but if the patient would not pay how would the officer get paid?—He should be paid by the Poor Law authority. May I just explain what the scheme is at the present time? The British Medical Association propose what we call a public medical service, that is, every medical man in the district who wishes may serve on this public medical service, and every patient in the district can apply to whatever medical man he likes. We suggest that they should pay a very nominal sum for this medical attendance. Supposing a person is too poor even to pay that, then in order to take the place of Poor Law relief it is quite possible that the Poor Law authorities should pay that subscription to the public medical service and there would be no distinction between the pauper and the other.

39394. Who would investigate the case of the pauper?—You would still require to have a relieving officer, as you have at present.

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Question of supervision of district medical officers by medical officer of health.

Deterrence of medical relief.

objections to medical officer of health with private practice.

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 39395. Then, supposing the relieving officer on investigation found out, or was of opinion, that the person who obtained the medical relief could afford to pay for it, I assume you would contemplate that they would proceed against him?—Quite so.

39396. That is the way it would work?—That is the way we suggest. I am not giving this as the opinion of the Association. It is only the opinion of some few of us who have thought the thing out. This had not been proposed when we made our investigation; it has arisen since.

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39397. You really think that one of the advantages of system "(C)" would be that it would dissociate to a greater extent than now medical relief from the Poor Law?—I think that is the great advantage; and I think another advantage would be that in the case of any dissatisfaction arising, which you sometimes find with a particular man, if you found the patients were dissatisfied—because there will be friction between one personality and another, no matter what you do—those patients could go to another medical man instead.

39398. Just following that up, and assuming there was a list of practitioners, some of them might live some little distance off, and then it would be more expensive to employ a far-off doctor than the near one; would the patients, do you think, generally take the near one, who would usually be one they knew something about?—Yes, they would pretty certainly do that.

39399. You think that really would be the case?—Almost invariably. There might be an instance in which there was some quarrel between them, in which case they would prefer to go to the further man, but I think in the majority of instances it would be certain that they would go to the nearest man, partly to save themselves the trouble of going further.

39400. Then the question of distance is not worth entering into?—I do not think so. I think it would be probable in case the system were worked out in thinly-populated districts that it would be necessary to have a mileage rate. Take, for instance, Devonshire and some of those districts where a man would have to travel eight or ten miles to see a patient; you could not expect a man to do that for the contract rates.

39401. And, moreover, by the very nature of the case there would probably be in some instances only one doctor who could be sent for?—Quite so.

Proposal to extend supervision of Lunacy Commissioners to all cases of mental infirmity.

39402. Now we come to your paragraph 37 dealing with classification. I think we are all agreed on that. In regard to the feeble-minded, you recommend that all cases of mental infirmity should be placed under the supervision of the Lunacy Commissioners, and I suppose under the control of the existing authority, which is the county authority?—(Mr. Whitaker.) Yes.

39403. What is your definition of mental infirmity? What would you really include as cases of mental infirmity?—All cases that are at present classified either as certified lunatics or as feeble-minded, imbeciles, idiots or epileptics. We also propose that under a certain modified supervision cases of unconfirmed mental disease should be brought within the cognisance of the Lunacy Commission for a limited period. We also propose in the case of inebriates and persons suffering from drug habits it should be made possible to bring them under supervision without the necessity of any criminal conviction in the first instance.

39404. I suppose you have given that evidence before the Commission on the Feeble-minded?—Yes.

Scheme of classification for sick and infirm patients.

39405. (Mr. Nunn.) Has the association drawn up any scheme of classification for sick and infirm patients?—No.

39406. Would you be prepared to put one in?—There were some suggestions made by the workhouse medical officers. They were very varied, and my committee had not the opportunity of going into a preparation of a careful classification and they did not attempt to do so.

39407. It would be very valuable if you could give us a classification of infirm patients, that is, of the sick and infirm. Taking a certain area and supposing the area were enlarged, and classification became possible, what classes of institutions, and what classes of patients would the association recommend?—If there were any

advantage in it, I think there would be no difficulties in our making inquiries that would enable us to give evidence later on that.

39408. (Chairman.) We should certainly like to know what your association would say on that point with regard to the sick and infirm other than the feeble-minded?—We could easily get information from those who have had experience and tabulate it and send it to the Commission.*

39409. Then we come to the case of the indigent aged. You would make them comfortable?—Yes. Objection of Poor Law medical officers to outdoor relief to the aged.

39410. Keeping them if possible together?—Yes, and in institutions. The feeling is strong that they are kept in much better health in institutions than by outdoor relief in their own homes.

39411. (Mr. Gardiner.) So that your association on that ground is against out-relief to the aged?—The opinion of Poor Law medical officers is overwhelmingly in favour of provision in institutions. The replies are all to the same effect, that the aged are kept cleaner and in better health in institutions than if you give them outdoor relief, and that they really suffer in health and in every other way if they are left to provide for themselves outdoors.

39412. (Mr. Nunn.) And that opinion is given in face of the fact that it would tend to deprive the present district medical officers of their employment?—I take it so. There is no doubt as to the general tendency of the replies. These replies come from both workhouse officers and from district officers. Medical opinion seems quite clear in favour of institutional provision.

39413. (Sir Samuel Provis.) You would not make it compulsory, would you?—The association can only say what, on the evidence before them, seems to be the healthiest provision. We look at it from the health point of view. The provision is put in that the married couples should not be compulsorily separated, and some have added the qualification that they should not be compelled to live together where they do not wish to do so.

39414. (Mr. Russell Wakefield.) This is all purely from the health point of view?—Yes, as making the more hygienic system more personally acceptable.

39415. (Chairman.) Then we pass on to the provision for children. You say there that the preponderance of opinion is in favour of the system of boarding-out?—Yes, it is. Attitude of British Medical Association to boarding-out children.

39416. Does that mean separate boarding-out under foster-mothers?—Yes, that is the system preferred. We submitted four different alternatives, and boarding-out under foster-parents was the one preferred.

39417. What were the four alternatives; do you recollect?—In workhouses, in separate Poor Law schools on a large scale, in cottages or scattered homes under Poor Law management, and boarding-out with foster-parents in a family. Those were the four heads, and the large majority were of opinion that boarding-out with foster-parents was the best system. Many add that its practicability is necessarily limited, and that strict supervision by the the medical and relieving officers is necessary. It is frequently stated by medical officers that this is the only system which does away with the workhouse taint. Attitude of British Medical Association to various forms of relieving children.

39418. (Sir Samuel Provis.) Do you mean boarding-out outside the union, or do you mean boarding-out within the union?—We did not draw any distinction. The suggestion is boarding-out with foster-parents in a family—not in homes under Poor Law management, but with a private family.

39419. (Miss Hill.) Your members would not have any special experience of it, would they?—We got our replies both from workhouse medical officers, and from district medical officers. The workhouse medical officers see it from the one side, and the district medical officers from the other side; so that we really get both sides of experience.

39420. (Mr. Phelps.) As a general rule, they would only have experience of the one system which obtains in their union?—Some have a comparative experience, and do definitely compare the systems. I went through the replies on this point myself, and can say that certainly the tendency of opinion was quite clear in favour, first

* Not sent.

of boarding-out with foster-parents, then scattered homes under Poor Law management came next, then Poor Law schools on a large scale, and then workhouses came last, in the opinion of those who had looked into it. (*Dr. Ford Anderson.*) The workhouse taint has been alluded to in connection with the management of children. I have to say that, at all events in the parishes of St. Pancras and Marylebone, there are excellent schools. The parish of St. Pancras has got excellent schools, the children are well brought up, and they attend the elementary schools. In the Marylebone parish establishment at Southall, the school is said to be on a very fine scale. Also, in both of those the taint is non-existent, and perfect satisfaction is felt.

39421. (*Mr. Russell Wakefield.*) Not only that, but would you say that the children are rather proud of those schools?—Yes. Southall school has been compared to Eton—in fact it is said that there is more luxury at the Southall school than there is at Eton. (*Dr. Macdonald.*) That is quite likely.

39422. (*Mr. Chandler.*) Would it not be the fact that the majority who were in favour of the boarding-out system would only have the two systems to choose from?—(*Mr. Whitaker.*) Yes. (*Dr. Ford Anderson.*) That is why I intervened—because I am referring to a condition of things which is not thought of, I think, in this return. (*Mr. Whitaker.*) Our returns are from medical officers all over the country; many of whom, of course, would have no experience of the school system.

39423. (*Sir Samuel Provis.*) They knew about boarded-out children when they had boarded-out children in their own localities?—They would be able to compare the boarding-out with the workhouse.

39424. (*Chairman.*) And they further put, very strongly, limitations upon the possibility of extending the scheme?—Yes, they do. They draw attention very emphatically to the necessity of very close supervision. They say it should be done by the medical officer and the relieving officer and not by the guardians, because they do not think that the guardians supervise satisfactorily.

39425. You suggest that the powers under the Prevention of Cruelty to Children Acts, should be extended so as to give more power of adoption—I suppose by guardians or otherwise—of children who are under the control of vicious parents?—There seems to be some difficulty on that point. That paragraph was based on the replies of two or three medical officers who stated cases in which they had been unable to get children taken from under the control of vicious parents. But on inquiring of the National Society for the Prevention of Cruelty to Children, we were assured by them that there is sufficient power under the existing Acts, if the proper steps are taken and if the proper procedure is adopted. So that we have had to qualify this by saying that the Acts, should “if necessary” be so extended. We cannot speak definitely as to the existing powers, but there are cases recorded where the magistrates appear to have found themselves unable to take the children from under the control of the parents.

39426. Then we come to the provision for deserted wives. You suggest that the Poor Law authority should have power to make provision for deserted wives by outdoor relief. There has been rather strong evidence produced before us from various quarters to indicate that there is a suspicion of collusion in a good many of these cases; did that appear on your answers?—No. Several medical officers pointed out how undesirable it was that guardians should have no power, even after the fullest investigation, to provide by outdoor relief for these cases.

39427. (*Sir Samuel Provis.*) They can now, can they not?—We were under the impression that they could not.

39428. As a matter of law, the guardians are empowered now to give relief to a deserted wife as if she were a widow?—I think they have to take certain proceedings first.

39429. (*Miss Hill.*) They certainly do give the relief?—I was not aware of it.

39430. (*Mr. Phelps.*) How is the health of these good women affected by either of the two systems?—I am not quite sure.

39431. I mean that I do not quite see the drift of that paragraph from your point of view?—It was simply an expression of opinion by the medical officers as to matters that come within their cognisance. Of course the only point of view for us to look at it from, would be if people were being starved or were suffering through being refused relief.

39432. But that was not the evidence you had before you, was it?—All the evidence we had was evidence of hardship, in the opinion of medical officers, through the refusal of outdoor relief. (*Dr. Macdonald.*) I think the point is very often that the relieving officer refuses to give them outdoor relief, in order to compel them to go into the workhouse, and these people who look on it as rather a disgrace to go into the workhouse, will not do it, so they get the hardship of not being relieved at all. I am quite sure that the opinion prevails in a great many cases that they cannot relieve them otherwise than by sending them into the workhouse, and they cannot give them outdoor relief.

39433. (*Chairman.*) Your next suggestion is one which has been almost universally endorsed, namely, that “feeble-minded unmarried mothers should be detained in public institutions, and statutory provision should be made for such detention.” But you went a little further, did you not, Mr. Whitaker? Did you not suggest that a feeble-minded girl should be detained on account of her feeble-mindedness?—(*Mr. Whitaker.*) Yes. That paragraph arose out of the replies of the medical officers, but from the Association point of view, it would be covered by our evidence before the Royal Commission on the Feeble-Minded. They should be brought under the control of the Lunacy Commissioners.

39434. I suppose there are a number of cases which are so on the line, that it would be difficult to decide whether a girl was feeble-minded or not?—It is very difficult at times, but if you find her coming in again and again, of course that would be sufficient evidence.

39435. Did they suggest in what shape the Bill should be framed?—Did they say one child, for instance?—No; we had not any definite suggestion before us. (*Dr. Ford Anderson.*) I am told by resident medical officers in the infirmaries that they could be employed in the infirmaries, and that if they could get them certified immediately, even on their first entrance into the infirmary, it would prevent the scandal of returning three or four times afterwards, which is so much objected to.

39436. You would then get the power of detention and could utilise them as you suggest?—They could be utilised for laundry work and other duties in the infirmary. That is the information which I have.

39437. As regards outdoor relief, you make two suggestions which have also come to us from a good many quarters, namely, that in certain cases the relief is inadequate, and that in other cases, relief is given which stricter supervision would show to be unnecessary?—(*Mr. Whitaker.*) Yes, that is so.

39438. I suppose these two come in connection with the question of how far the relief given is sufficient to keep a woman and her children in health?—Yes, it would. But under the head of “Other matters,” we asked the medical officers to add any points, and a great many drew attention to the fact that outdoor relief in many cases was not sufficient to maintain people in health.

39439. Your last three recommendations are general recommendations which, I suppose, you also suggest in connection with health. First, you suggest that the able-bodied should be discouraged “by increasing the amount of work to be done and reducing the diet?”—There was a feeling, no doubt, in the Committee that these were perhaps rather outside our province, but they were made from so many sources, that we included them.

39440. Reducing the dietaries is a practical suggestion?—Yes.

39441. (*Mrs. Bosanquet.*) It is a very important suggestion, if it is possible that these people can do their work on a lower dietary?—I believe the feeling of a great many of the medical officers is that they could do their work on a lower diet. They could be kept in health on a lower diet certainly; and it would discourage them

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Need of special provisions in aid of genuine searchers for work.

Attitude of British Medical Association towards incorporation of London Hospital Fund.

Failure of guardians to pay extra operation and midwifery fees.

Difficulty as to payment of doctor called in by midwife.

Lack of uniformity in salaries of medical officers and difficulty as to payment of fees for lunacy certificates.

from coming under the Poor Law, if it were possible without any inhumanity to reduce their diet and increase their work. I think that would be the way to state it.

39442. (*Chairman.*) You have not worked this out at all, I suppose?—No.

39443. And it is only a general suggestion?—It was a suggestion of the medical officers who replied, and my Committee thought that they should place it before you.

39444. In the same way you make a suggestion in favour of Labour Colonies, and another suggestion that you would discriminate between the genuine workers travelling in search of work and the habitual vagrants?—Yes; that is a very strong opinion. Really it is rather a matter of health that you should make provision for the genuine worker travelling in search of work, so that he may be maintained in health and not become a burden on the community.

39445. With separate treatment and separate diet, I suppose?—Yes.

39446. He would probably require to have a *dossier* or something to show where he had been employed and what work he was seeking?—Yes. He would have a kind of passport or waybill, which he would take with him.

39447. There is just one general question I should like to put to you. There is a Bill before Parliament which is to incorporate King Edward's Hospital Fund for London; that may possibly, if given effect to, in some way or other pre-judge or affect the decisions at which this Commission might arrive; may I ask whether the British Medical Association are in favour of the Bill?—The Council of the Association passed a resolution last week disapproving of the Bill on certain grounds, and representations are about to be made on the subject. (*Dr. Langley Browne.*) I want to draw attention to the failure of the guardians to pay fees. In many districts they have never paid extra fees at all. I know that in the Black Country for forty years they have never paid a midwifery fee in any way, and they have never paid for a fracture or an accident at all. I believe that in one part of the district there was a special order forty years ago granted, by which they might escape those fees, because it was supposed that some medical officers—very few of them, and it was only supposed—were charging a special midwifery fee instead of the common one. But ever since then, they have gone on that tack, and now the Midwives' Bill has passed and it is imperative that the midwife should call in a doctor, it is extremely hard all through those districts that when the district medical officer is called in there should be no fee at all for him. The guardians in their advertisements, whenever they advertise for a medical officer, insert the paragraph—"No extra fees will be paid." I have drawn the attention of the Local Government Board to it several times. When Sir Walter Foster was Parliamentary Secretary to the Board he sent out a circular, but it has been taken no notice of whatever. I think if in the different districts throughout the country that matter were inquired into, it would be a very great boon at the present time, because I do think these midwives should have the help of the district medical officer or of another medical officer, and I think it is most important that there should be some arrangement for the payment of fees. Under the Midwives Act there is none whatever, but the midwives must send for a doctor, although there is no provision whatever for the doctor's fees, and if the guardians do not pay the fee, and the relieving officer simply hands over a note, as they do generally, then the doctor has to go and he gets nothing at all for it.

39448. Have any women in consequence been neglected?—No, I cannot say that, because I am afraid the doctors go when they ought to neglect them. (*Dr. Ford Anderson.*) Might I say one word? I think there was some question of the want of uniformity in the salaries of medical officers when we were discussing Paragraph 3; but I do not think that this aspect of the question was brought in. I refer to the residents in the Poor Law infirmaries of London. A subject which causes a great deal of discontent is that the salaries vary so much. The normal salary is about £400 a year, with some perquisites; but some residents, at all events one resident, gets as much as £825 a year—that is a difference of over £400. This gets known, and it creates a feeling of discontent. On inquiry into the cause of the

discrepancy, I find that it is due to the lunacy certificates, which are sometimes given to a resident and sometimes not. Apparently it is a matter which depends on the whim of the justice. It seems to me, and I am speaking for the residents in the infirmaries of London, so far as I know them—that there should be some uniform custom with regard to these certificates, so as to do away with this discontent which prevails in regard to the salaries of resident medical officers in infirmaries.

39449. (*Chairman.*) Did you say that it depends on the whim of a justice?—Yes, on the whim of a justice of the peace.

39450. (*Sir Samuel Provis.*) You mean that the justice can call in any medical practitioner he likes?—Yes.

39451. The salaries themselves are on a scale, I think?—Yes.

39452. But your point is that the lunacy fees differ so much in different cases that a doctor naturally takes them into account?—Yes, and it creates a feeling of unfair treatment.

39453. Would there be any difficulty in the doctor agreeing to hand over the fees if he had an inclusive salary?—I should think that they would like to keep the fees.

39454. But suppose he did agree to that, would that meet the case?—Yes, I should think so.

39455. (*Bishop of Ross.*) In Paragraph 8 you refer to the desirability of drugs and medicine being supplied by the public authority and not by the doctor himself; I suppose one of your reasons would be that if the drugs were supplied by the guardians, the doctor would be perhaps freer in giving the necessary drugs, and especially drugs of a more expensive nature than if they were supplied at his own cost?—(*Mr. Whitaker.*) We think that his remuneration should be in respect of his medical services, and that he should not be out of pocket or in pocket—either one way or the other—that he should not be taken to make any profit out of drugs, and that he should not lose by giving drugs.

39456. But the doctor would naturally be the judge of the quality of the drugs supplied?—If the guardians supply them, they would choose the chemist who supplied. They would have, to a certain extent, to carry out what the doctor recommended, but they would not absolutely do so.

39457. The doctor would really be the only experienced person to decide whether the drugs were up to quality or not, because the guardians are not skilled persons themselves on such a question?—That would apply, to some extent; but we have experience of these systems. In the case of some contract practice engagements, take, for example, the provident dispensaries of the country, they nearly all work on the system of buying their own drugs, and paying the medical officer a salary. They seem to manage fairly well, to choose the drugs, to see that there is no extravagance, and yet to satisfy the patients.

39458. Would there be any difficulty, as you suggested in Paragraph 8, in the contract being made by the guardians with the doctor himself?—In some cases that would be the only way possible, because there might be no chemist in the district who would be capable of supplying them, and it would be the cheapest way for the guardians to do it so. But that would be a separate contract, of course, and it should be quite independent of his remuneration as a medical man.

39459. I quite understand that, but it seemed to me that if possible it would be better to have a distinct contractor, rather than the doctor himself?—We think it better to have a distinct contractor wherever possible, but in some remote country districts that might be the only practical way of carrying it out.

39460. (*Mr. Russell Wakefield.*) In Paragraph 19 (a) you mention that the Association had under consideration "The creation of a State medical service consisting of whole-time medical officers to whom perhaps other duties in addition to that of Poor Law medical officer would be assigned." Might I ask whether the "other duties" were defined by any of those who replied?—Those who took that view would be in favour of the amalgamation, probably, of the public health service with the Poor Law service, and they would be in favour of the creation of a State medical service which would include all kind of public duties.

Proposed reform as to drug supply by medical officers.

Attitude of British Medical Association towards State medical service, etc.

39461. And which would have its preferment and its promotion and so on?—Yes. That would not be a local service but it would be a State service so that promotion would go from district to district irrespective of the local authorities.

39462. Might I asked whether 19 (a) received much favour in the replies?—Very few people have put it forward. It is only an idea of a few people who have paid special attention to these questions. Neither (a) nor (c) have really been thought out by the majority of the men.

39463. It has not been before all the individuals?—Not really.

39464. So it would not be fair to say that there is anything against either (a) or (c) or strongly in favour of them?—No, it would not.

question of
classification
of children.

39465. But they might be considered. The only other thing I want to ask about is with regard to the children. Did your association gather anything in any replies in reference to a classification of the children, from the point of view of health and morals and everything else?—No, there was no suggestion as to a classification of the children, but there were many suggestions as to classifying adults in respect of morals and in respect of ability.

39466. But there was no suggestion with regard to the children?—I do not recollect any at the moment.

39467. It would not be fair to ask for your views upon the advisability of their classification?—We have had 1,900 replies, and they have not been minutely classified on every point. We could refer to the replies again on any question where it was desired to know the opinion of our members.

question of
payment of
Poor Law
medical
officers by
case or by
salary.

39468. (*Mr. Phelps.*) Have the Association any views as to whether it is wiser to pay medical officers by case or by salary?—We have not considered that closely. There have been discussions on the subject. Of course there are those in the profession who look upon every kind of contract medical practice as objectionable. They consider that the medical man does his work far better if he is paid by fee than if he is paid by contract. Those who would take that view would apply the same system to the Poor Law, but I do not think that view is generally prevalent.

maximum
fee for Poor
Law medical
officer.

39469. Has the Association any views, first of all as to the number of cases in an urban district that a medical officer can attend to?—No, we have not gone into that. We consider that several of the districts are far too large, and that the limits laid down by the Poor Law Orders have been allowed to be exceeded; that is to say, the Poor Law Orders specify a population of 15,000, and there is one district which, I think, has over 40,000, and another district which has 63,000. We think it is regrettable that the Local Government Board should allow the limits to be exceeded.

39470. Similarly, I suppose, you have no definite idea as to what area in the country a doctor can cover in that way?—No.

superannua-
tion age for
Poor Law
medical
officer.

39471. Have you any views with regard to the age at which superannuation is desirable in the case of medical men?—At sixty or sixty-five.

39472. You think then it might stand on the same footing as the other professions?—Yes.

39473. You do not think there is anything special in your calling in that respect?—We know by experience that some medical men retain their health and go on working very late in life.

Faculty of
payment of
medical
officer called
by
midwife.

39474. (*Dr. Downes.*) With reference to the difficulty of not getting medical assistance in the instances where midwives are unable to complete their case, are you acquainted with the practice which has been adopted, I understand, at Wandsworth, where the guardians undertake to pay 15s. each to their Poor Law medical officer, if he is called in?—No, we had not heard of that. We do not think it is desirable that the work should always be done by Poor Law medical officers, because we think the patient should have the right to choose her own doctor.

39475. Of course the guardians would have no direct control over the other medical men?—We think the best system is that followed in the city of Manchester, where it is done by the local sanitary authority, under the powers of the Public Health Act.

39476. Dr. Langley Browne has gone, but I was going to ask him with regard to that question of the clerical work of the medical officer, whether it was not the medical relief book that he referred to, and in that case whether any suggestions have been made by the Association for its replacement by some other system?—I do not think any suggestion has been made, but there is evidently a very strong feeling among workhouse medical officers of objection to it.

Drs. F. Anderson, M.D., J. A. Macdonald, M.D., H. L. Browne, M.D., and Mr. J. S. Whitaker, M.R.C.S., L.R.C.P.

39477. Are you acquainted with the usual hospital system of case papers?—Yes.

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39478. Are you aware of any reason why that should not be adopted in the Poor Law service?—I think our opinion is that they should have that or some analogous system.

Objection to clerical work by workhouse medical officers.

39479. In some cases it has been already adopted?—We think that in the smallest infirmaries the responsible medical officer ought to keep a clinical record of each case, and that it would improve his work if he does.

Need of clinical records and case papers in Poor Law infirmaries.

39480. The case-paper would furnish the best clinical record, would it not?—Yes.

39481. It would also serve, would it not, as a voucher for the issue of diets and extras?—Yes.

39482. And it would be a record of the medical officer's attendances?—Yes. We think that would be the system to adopt.

39483. On the question of hospital administration and its relation to the Poor Law, it is assumed that only one method has been proposed, namely, municipal maintenance. I do not know whether the Association's attention has been directed to the report of the Lords' Committee of 1892, on Metropolitan hospitals?—I am afraid we have not considered it from that point of view.

39484. There were proposals then for a central board not necessarily municipal?—We did not know that it was proposed to bring the Poor Law infirmaries under that. That was the reason the Association opposed the Charter of the Hospital Sunday Fund, on the ground that we thought it was a mistake to establish any of those funds.

Attitude of British Medical Association towards incorporation of Hospital Sunday Fund.

39485. I think it was in the minds of the Lords' Committee, because one paragraph in the report refers to it as follows:—"Proposed Central Board. It was generally felt by those who called for a reform of the out-patient department, for the supervision of accounts, for a restriction on the creation of new hospitals, and for a better organisation of medical relief as a whole, through the co-operation of hospitals, dispensaries, private practitioners, and Poor Law, that these changes could only be brought about through the direct agency or the indirect influence of a Central Board?"—I am afraid that we had overlooked that that applied to the Poor Law.

39486. You have not really considered that?—No. (*Dr. Ford Anderson.*) The Metropolitan Counties Branch which represents the practitioners in the Metropolitan area, have considered that. It came up in protest against the Hospital Sunday Fund Charter. You know they applied for a Charter for the Hospital Sunday Fund, and the Metropolitan Counties Branch, representing the practitioners of London, took proceedings as far as they could against it; they opposed it, and they decided that they would not support a combined management like this—a Central Hospital Board. They said it would be quite sufficient if there could be co-operation between the boards, for this reason, that very likely it would weaken the powers of collection of the different boards if they were amalgamated, as people instead of giving as they do now, to three, would give to one, and therefore the total receipts for distribution amongst the hospitals would be lessened by perhaps two-thirds.

Question of Central Hospital Board for London and its functions.

39487. Would that objection apply to a supervising or co-ordinating board?—No; on the contrary. I say a co-ordinating board is all right, but a central hospital board such as the House of Lords were asked to pass by Lord Sandhurst's Committee, the Branch Council did not consider desirable.

39488. I gather that there is not the same objection to a co-ordinating board?—No.

39489. It would be possible, would it not, on a co-ordinating board to have all the interests concerned represented?—Yes.

39490. Including that of the medical profession?—Yes; that is what we hope for.

Drs. F. Anderson, M.D., J. A. Macdonald, M.D., H. L. Browne, M.D., and Mr. J. S. Whitaker, M.R.C.S., L.R.C.P.

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Need of detention of venereal cases.

Proposal to make Poor Law and sanitary areas coterminous.

Attitude of British Medical Association towards gratuitous medical relief.

Proposed classification of cases as between Poor Law and voluntary hospitals.

39491. Could not such a board furnish a hope of preserving the voluntary system of hospitals as opposed to the municipal system?—Yes, that is what we desire, too.

39492. On the question of the detention of cases suffering from venereal disease, I daresay you are aware that the Law Officers' opinion was taken years ago as to whether such cases came within the Act of Parliament which enables compulsory detention in workhouses of persons suffering from contagious disease, and that the Law Officers' opinion was that those cases did not come within the Act. Are you aware of any medical reason—I am not speaking of legal reasons—why they should not?—(Mr. Whitaker.) From a medical point of view they certainly should come within the Act, but we think it should be applied without discrimination of sex, that it should be applied equally to all persons suffering from the disease, and that they should be detained for sanitary reasons until they are no longer dangerous to the community from the medical point of view.

39493. From the medical point of view, then, there is no reason why they should not come under that Act?—Quite so.

39494. In Paragraph 36 you say the opinion of the Poor Law medical officers and the profession is in favour of making the Poor Law areas and the sanitary areas identical; do you imply that they should be under one administration?—Really I think the word "co-terminous" would have been better than "identical," because I think it is possible that we might face the possibility, say, of one set of areas being smaller than the other; but the boundaries of the one set should coincide with the boundaries of a group of the other. The boundaries, for example, of one large sanitary district might correspond with those of a group of unions or *vice versa*; but they should be co-terminous, and then there would not be the overlapping that there is at present.

39495. (Mr. Loch.) Have you considered the suggestion which might possibly come under your Paragraph 19 (a) that all public medical relief should be free?—The Association has not considered that officially, but it has been discussed, of course, in the Committee.

39496. Do you consider it consistent with your suggestion of a State medical service?—If there were free relief, I suppose some kind of State medical service would be almost necessary.

39497. With the payment of all medical men as functionaries of the State?—Yes, I take it so.

39498. Do you know whether there is any large opinion in that direction connected with the Association?—No. Many medical men have discussed it, and, as a matter of fact, it has been brought forward, but we look upon it as a matter not likely to affect this generation probably. All we say is, that whenever any definite proposal of the kind is put forward, the Association will be willing to discuss it from the point of view of an efficient service. It is a political question really, and we have not considered its desirability.

39499. And you do not advocate it on behalf of the Association in any sense?—No.

39500. With regard to the division of labour between the Poor Law infirmaries and the general hospitals how would you avoid duplication of the cases between the one and the other? Do you propose to bring to the infirmary the chronic cases and long-time cases, and to have the acute cases dealt with at the general hospitals?—The distinction that we have contemplated was that the Poor Law infirmary should receive cases of people who are in need of relief or maintenance, and that the general hospitals should only receive those cases that require purely medical relief on the ground that they cannot afford the special medical attendance which is required.

39501. Then the basis of your distinction is the fact whether they want or do not want maintenance? That is it.

39502. (Dr. Downes.) Would the hospitals take the chronic cases?—I do not think they would. The definition the Association has laid down of the test for hospital admission is that the patient is unable to pay for the special medical attendance which he requires, as the hospitals should only receive cases requiring special medical assistance; and the association would not regard a chronic case as coming under that head.

39503. Where would a chronic case go that was able to maintain itself, but yet could not pay for the necessary medical attendance?—From the charitable point of view, I suppose there should be provision through institutions for incurables; there should be special hospitals for those cases.

39504. There would be need, apart from the Poor Law apparently, for cases of that class?—There might be.

39505. Do you think the accommodation exists at the present time?—No, I should think it is not sufficient.

39506. (Miss Hill.) There is no accommodation for them other than the Poor Law at present, is there, I mean very few hospitals keep them for more than a week?—(Dr. Ford Anderson.) That is so.

39507. (Mr. Loch.) Therefore, does it not come to this, that all of those chronic cases should really, under present conditions or conditions approaching those of the present time, fall back naturally on the Poor Law?—(Mr. Whitaker.) If the sums now subscribed for the general hospitals which are being paid for cases that ought not to be allowed to go into the general hospitals, were liberated, there might be more money for provision for incurable cases.

39508. With regard to the Public Health Act, would you be in favour of the Act being restricted to infectious hospitals, or to some similar group of work, so that the municipalities would not need to start general hospitals?—No, I should not be in favour of restricting the powers which the sanitary authorities have, and I do not think the association would be in favour of restricting the powers under the Public Health Act. I think they would say that it was a pity to confine things too closely to the present experimental lines, and that you had better feel your way.

39509. With regard to maternity cases and cases of that kind, are you in favour of those being handed over to the sanitary authority?—We have prepared a memorial to the Privy Council on the subject, and the reason that we assign for preferring that it should be done through the sanitary authority is that the Poor Law authority at present would only be able to apply to the Poor Law medical officer, and we do not think the patient should be restricted to the Poor Law medical officer as her attendant; we think she should have a free choice of attendant.

39510. So you would advocate something like the action of Manchester in starting a hospital from the sanitary resources, as it were, of the community for puerperal cases?—Are they starting a hospital there?

39511. They have done it?—I did not know that they had got a hospital; but I knew they were making provision for medical practitioners to attend these cases.

39512. Do you not think it is rather a serious matter, in view of your own proposed classification, that the sanitary authority should undertake a good deal more than the treatment of cases coming necessarily under that Act?—I think the matter has not been definitely considered, and I should perhaps be only giving my own opinion, if I gave an opinion.

39513. Might I ask whether the association is likely to consider questions like that further within the present twelve months or so, and the very important question under Paragraph 30 which practically is only very partially settled by the semi-negative here?—They might consider them further. I think their feeling probably upon the question of the sanitary authorities establishing hospitals would be that, though they would not advocate such a system as a matter of general principle, they would not be disposed to oppose an experiment in an individual place that might be a guide to the future.

39514. You have not thought of there being a kind of public health committee for the locality which would include the whole of the hospital administration, have you?—It was suggested, indeed, in the case of London—and therefore would be outside the scope of the sanitary authority, and yet would provide the sanitary authority not only with hospitals for such a purpose as this, which does not lie necessarily within the Act, but for other purposes as well, and so co-ordinating the whole?—I suppose, really, the difficulty in all these matters arises from the present functions of the Poor Law authority, and what is regarded as the stigma of pauperism associated with the Poor Law authority. Take the question of maternity hospitals. I think the reason the association

would not oppose the establishment of maternity hospitals by the sanitary authority is on the simple ground that the sanitary authority have a much freer hand than the Poor Law authority—that would be the only reason.

39515. Therefore if your peculiar difficulty as to Poor Law relief is met somehow, then the organisation of a board for hospitals as proposed by the Lords and elsewhere could be brought into existence?—Yes.

39516. Practically owing to that difficulty, may I say that all kinds of more or less hedging arrangements have to be made in other quarters to keep freedom?—Yes.

39517. (*Sir Samuel Provis.*) With regard to district medical officers not getting fees for operations, do I understand that in some cases guardians refuse to give those fees when the district medical officer considers that he is entitled to them?—No. Our difficulty is that the existence of those old contracts which have been kept on in the Black Country particularly for such a long time is contrary to the public interest and ought to be disallowed by the Local Government Board.

39518. You are aware that the Consolidated Order provides that the salary of the district medical officer shall not include payment for certain operations, and that he is entitled to a fee for those operations?—Quite so.

39519. In some cases those articles have been suspended; is it in those cases that this difficulty arises?—Yes. I mentioned formerly the case of the Black Country generally; then there is the case of Kingsbridge in Devonshire, where the medical officer is medical officer for two districts; he gets a salary of £55 a year, and his average visiting list is something like 600 visits per annum. He has to do every kind of work for that inclusive salary, and he gets no fees for anaesthetics, operations, midwifery, or any kind of extra work. The whole of his duties come under that inclusive salary for the two districts.

39520. Is it the case that the salaries in those kind of districts are higher than in other places?—I do not think so. I have compared that salary with the salary paid in other districts, and I should say that it is not higher.

39521. Is it the case that the medical officer has to perform those operations, and that the cases are not sent to some other hospitals to be operated upon?—He speaks of having to perform the operations, and he makes a point that he has to do all this work for the one inclusive salary.

39522. Now about sanitary areas; you were in favour, you said, of the Poor Law areas and the sanitary areas being co-extensive, or at least having the boundaries interlaced?—Yes.

39523. How would that work with an urban district? I rather gather you were thinking probably of rural districts, and of putting rural districts under one authority for some large area; but you could not supersede urban authorities, could you?—Could not the Poor Law areas be made to correspond with the areas of the urban sanitary authorities?

39524. Some of them are very small; they are places with populations varying from 1,000 to 5,000 or 6,000 in a great many cases?—Those would be the old municipalities—the old boroughs, I suppose?

39525. The old urban districts which were formerly local board districts. Many of those districts were formed simply for highway purposes; still they are urban sanitary districts now. You would not think they were suitable for Poor Law areas now?—No, we do not think them suitable for urban areas; we think that there are urban sanitary authorities which are unsatisfactory.

39526. Just so; but they are difficult to get rid of, because they exist?—I thought the recommendations of the Lords' Committee on the Housing of the Working Classes might help to get rid of those small authorities.

39527. They speak chiefly of rural areas?—We are proposing to make a recommendation, and I would urge it rather strongly, that not only are the small rural authorities unsatisfactory, but the small urban authorities are unsatisfactory also—perhaps even more so in some cases.

39528. Push that a little bit further, and take a place, say, with a population of 10,000 which could not very well be got rid of as an urban district, even on the grounds you are considering; that would be a small area for Poor Law purposes, would it not?—It is getting near the limit. 15,000 is your limit for Poor Law purposes.

39529. They would want a workhouse if you are going to have a separate area, and 10,000 is too small a population for a separate workhouse?—There are many unions with a much smaller population than 10,000.

39530. There are, but then one of the things now desired is to get a classification of workhouses, and you could not have a classification of workhouses, could you, unless you have a large population?—Not to have a workhouse for each district.

39531. That is one point I was leading up to; you are proposing that unions should combine for indoor relief, although they existed separately for outdoor relief?—Yes.

39532. That is rather what you had in view?—Yes.

39533. (*Mr. Loch.*) Have you ever thought of utilising possibly an infirmary in a rural district as a hospital, instead of having what, I think, you propose, a cottage hospital parallel to it, there being possibly not demand enough for two institutions in such a place?—There would be the objection that you would bring the hospital patient, whom we have classified as distinct from the Poor Law patient, into the same institution as the Poor Law patient.

39534. I am taking your previous answer to a certain extent, namely, that you might possibly find a way out of what we have called the pauper taint, if it were set aside in some way. Would there be any difficulty in your mind on a point like that?—Bringing them into one institution?

39535. Yes?—That would be the objection, I take it, and that would be the only objection perhaps.

39536. (*Chairman.*) The Irish Commission on the Poor Laws have sat and made a report; has their report come under the notice of your association?—Yes, it has.

39537. I should be much obliged if your association would look at the proposals they make for combining the health authorities and the medical authorities in the rural districts of Ireland, and let us have your opinion?—Is that as applied to Ireland?

39538. As applied only to Ireland?—Our Irish Committee are going through that report, but they are not sure whether this Commission will take evidence as regards Ireland. If you are free to take evidence as regards Ireland, then the Irish Committee of the association will be prepared to submit evidence to you.

39539. Perhaps you would have no objection to sending us their report when it is prepared?—We will do so with pleasure. (*The following report was subsequently sent:—*

“That the Irish Committee of the British Medical Association having considered very fully the Report desire to express their conviction that it is most desirable that the Royal Commission on the Poor Law should accept and approve this Report as a satisfactory solution of the problem so far as the Report goes.” Further:—

“That there are some sections of the Report, and many important matters chiefly connected with the dispensary system which have not been touched upon in the Report, with reference to which the Irish Committee consider the Royal Commission should seek for evidence. On these points the Irish Committee will be prepared at a later period to assist the Royal Commission.”

Drs. F. Anderson, M.D., J. A. Macdonald, M.D., H. L. Browne, M.D., and Mr. J. S. Whitaker, M.R.C.S., L.R.C.P.

29 Jan. 1907

Proposed combination of unions for indoor relief.

Question of utilising Poor Law infirmaries as voluntary hospitals.

Attitude of British Medical Association towards report of Irish Veterinary Poor Law Commission.

SEVENTY-EIGHTH DAY.

Monday, 11th February, 1907,

AT THE FOREIGN OFFICE, DOWNING STREET, S.

PRESENT.

The Right Hon. Lord GEORGE HAMILTON, G.C.S.I. etc., etc., etc. (*Chairman*).

The Right Hon. CHARLES BOOTH, F.R.S.
 Mr. F. H. BENTHAM.
 The Rev. T. GAGE GARDINER.
 Mr. J. PATTEN-MACDOUGALL, C.B.
 Mr. T. HANCOCK NUNN.
 The Rev. L. R. PHELPS.

The Rev. H. RUSSELL WAKEFIELD.
 Mrs. BERNARD BOSANQUET.
 Miss OCTAVIA HILL.
 Mr. FRANCIS CHANDLER.
 The Right Rev. The LORD BISHOP OF ROSS.

Mr. R. H. A. G. DUFF (*Secretary*).Mr. J. JEFFREY (*Assistant Secretary*).

Miss MARGARET BAINES, called; and Examined.

Miss M. Baines. 39540. (*Chairman*.) You are a member of the Leeds Board of Guardians?—I am.

11 Feb. 1907. 39541. You have been good enough to prepare a written statement, which, if you will hand it in, we will treat as your evidence-in-chief?—Certainly.

(The Witness handed in the following statement).

Methods of dealing with Poor Law children at Leeds.

1. During the last ten years the Leeds Board of Guardians has entirely altered its method of dealing with the children under its care. There used to be a small barrack-school within the workhouse grounds. This has been done away with and the "Scattered Home System" has been adopted step by step in its place, against a good deal of opposition on the part of some guardians, but with what is now acknowledged to be conspicuous success.

2. We have now eleven small homes in different parts of the city, one receiving home outside the workhouse grounds, where children are placed for a fortnight as a safeguard against infection, and one distributing home, three miles from the city, holding forty children, where the children are sorted and distributed to the various small homes.

3. The life in the small homes, is simple, free, natural and economical. It is exactly like that of a respectable working man's home. The home is looked after by a foster-mother, who is responsible for its conduct, under the supervision of a Visiting Superintendent—a most excellent man. This plan gives the children a loving home atmosphere and individual care, and at the same time it gives them freedom, self-respect and companionship with the outside, independent, non-pauper population.

4. I consider this constructive work the best that we have done during the last ten years, and those for whom it is done, viz., the children, are the only really hopeful part of Poor Law work.

5. It seems to me thoroughly on right lines in every way, and it is at the same time the most economical of any branch of our Poor Law administration.

6. We also board-out with seven different boarding-out committees outside the union.

7. We have also emigrated seventeen children to Canada during the last two years, all of whom are doing well.

Proposed restriction of out-relief. 8. My own opinion is that it would be well to almost entirely limit Poor Law relief to indoor relief, and to deal with every deserving, respectable, destitute person or family who was not received into the workhouse, by some system of organized voluntary charity, such as the Charity Organisation Society, or the Elberfield system, adapted to English methods.

9. The class that I think outdoor relief does the least harm to and the most good to, is that of widows with children, and to these I would give a considerably larger amount than is usually given. Here in Leeds the ordinary scale is 1s. 6d. for each child, and nothing for the mother, who is urged to go out to work to supplement what is given.

I would give to a really respectable widow, 4s. for each child if there are only four children, 3s. for each child if there are more than four children.

The mother could then stay at home and look after her own children properly, a most desirable and rare thing.

10. Old people, single or married. Here come in many questions which do not come into the case of the widow, e.g., could the people desiring relief have saved, or joined a friendly society, or been more sober, or be assisted by relations? If you give outdoor relief (which is compulsorily levied) to cases like these, you take away much of the inducement to others who live near, to save or join friendly societies, or be sober.

I think it would be better for such cases to be dealt with by voluntary agencies, and taken into the workhouse if not helped by them.

11. Young permanently disabled fathers of families. Here I should not give outdoor relief. It seems hard to the family to refuse, but it is harder to the nation as a whole to give. I am referring to cases of phthisis, syphilis, partial paralysis, etc.

By giving outdoor relief you make three evils possible:

(1) You make it possible, for more children to be born into an entirely pauper household.

(2) You make it possible for those children to be born of thoroughly diseased persons, and so the race is deteriorated.

(3) You make it possible for the family to live in constantly insanitary conditions.

One such case, I know, cost the Leeds ratepayers beside the evils which it brought in its train.

12. Deserted wives. We have a large number. My own opinion is that a man deserts his wife more easily if he thinks he will find the home still going on when he chooses to reappear. Also we have had many cases of collusion between husband and wife.—I should give it very seldom to deserted wives.

13. In my opinion the chief causes of pauperism are:—(a) Allowing feeble-minded or diseased persons to marry and have families, e.g., syphilitic and phthisical.

By tending them as carefully and scientifically as we do now in our union infirmaries, by means of the best medical skill and trained nursing, we send them out, over and sons;

Suitability of out-relief for respectable widows with children: proposed increased allowances for such cases.

Objections to out-relief to (a) aged poor

(b) Young disabled married men

(c) Deserted wives

Causes of pauperism (a) Marriage of feeble-minded or diseased persons

over again, temporarily cured, to the possibilities of marriage, and of having families.

Surely by doing this we are increasing with compound interest on the one hand what we are feebly trying to diminish on the other.

I cannot do better than append the paper read by Dr. Allan, our medical superintendent, at the Yorkshire Poor Law Conference held in Leeds last November. (*Paper printed as part of Dr. Allan's Statement of Evidence. See Q. 41233.*)

(b) Drink. It goes without saying that this is one great cause of pauperism.

(c) Workmen's Compensation Act, which, though no doubt excellently intended, and excellent in its results for those who are injured in their work, yet makes employers very unwilling, and naturally unwilling, to employ anyone who is not in the fullest possession of all their faculties. Men who have been deaf, or with not the best sight, have told me this many times.

(d) Trades union regulations with regard to the minimum wage in a trade.

Here again, no doubt, these regulations have done much good in raising the standard of wages, but for those workers who have got a little beyond middle life, and who are not quite equal to the work of a younger man, it means that they get no work in that trade to which they have been brought up, and they have to turn at that age and try to find more or less casual work, of a sort to which they are not accustomed.

(e) Indiscriminate and careless giving of outdoor relief, e.g., one ward in the Leeds Union doubled its out-door relief during the first year after the present board came in. There was some exceptional distress, but not anything in proportion to the increase of outdoor relief.

The same ward has gradually been diminishing its outdoor relief for the last two years, although worked by the same guardians—and they themselves have acknowledged that the policy of the first year was unwise.

14. The board divides itself into six small committees for outdoor relief work, but as very little more than half the guardians attend this department of the work with any regularity—some, not at all—it follows that committees for this work sometimes consist of three or fewer members. One committee for this purpose has consisted of one guardian and the relieving officer for weeks together, and it deals with an average of 800 people.

15. I think it is most important to secure the enforced detention of syphilis cases of both sexes, until, at any rate, cure of the primary disease is effected.

16. That there should be power to detain feeble-minded cases of both sexes, preferably in homes set apart for that purpose.

17. That married daughters should be required to contribute to the maintenance of their parents, *when in a position to do so.*

18. I have now been a guardian for twelve years, and have been through four triennial elections. In my opinion each of the four boards elected has been less good than the last.

19. The men on it are proposed and elected without, as it seems to me, the slightest regard to whether they are fitted for the position and work of a guardian.

20. They are chosen and elected (often avowedly so), in order to try the strength of the political party to which they belong, and to many of them one cannot help thinking that the chief idea in being a guardian is that it brings some notoriety, and may be the first step towards a seat in the city council—a sort of practising ground for it.

21. Every three years our whole board goes out, and only about one-third returns. The new two-thirds come totally ignorant of everything to do with Poor Law, not content to wait to learn, not even waiting to understand what is going on in their particular union, much less what has been the history of the Poor Law, and of pauperism for some years and centuries.

22. It is not a question of the social status of the guardians, still less of wealth or poverty—I have known some of the best guardians the poorest, and *vice versa*—but is it

too much to ask that for such skilled, important, far-reaching work as that of a guardian, the candidates put up should:—

(a) Have a real interest in, and capacity for, the work.

(b) Be elected for that work, and not for an entirely different purpose.

(c) Should be sufficiently educated to be able to see beyond the present moment, both as to the past, and as to the future.

23. The present class of persons seeking election as guardians is, in my opinion, deplorably unsuitable, and increasingly so.

24. If I may mention my own case I would say that for my four elections I stood:—

(a) Politically (knowing no better), as a Liberal.

(b) Refusing offers from both parties, I stood independently, and got in head of poll.

(c) Independently, unopposed by Conservatives, again head of poll.

(d) Independently, defeated, co-opted afterwards.

25. I am venturing to append a letter which was published in the papers on this subject in December last, signed by representatives of both political parties in Leeds. (*See Appendix, No. VIII. (A.)*)

26. I shall probably be defeated again, but I would much rather that this should be so, than that I should add to the ranks of those who stand politically for a non-political office.

39542. (*Chairman.*) You have been a guardian for a good many years, I think?—Twelve years.

39543. You have taken a good deal of interest in that part of your duties which relates to the education of children?—Yes.

39544. You think that the scattered homes system has worked well?—I think it has worked excellently.

39545. How long has that system been in force? Practically eight years now.

39546. Have you been able to test its results?—I think so. I know all the children very well, and I think the difference in them is very noticeable; after they have got into one of these homes and been there for a few weeks or months they get quite a different sort of character; they get individuality, self-respect, and are different altogether; they are like an ordinary child instead of being like a workhouse child.

39547. I rather meant afterwards; have you been able to place the children?—Yes, we place the girls in situations and we try to get our boys some regular work—proper work; we apprentice them if possible, or we send them to the "Indefatigable." If they are rather tire-some or difficult, we send them to the "Indefatigable." We have got boys out in various trades, but the girls are almost entirely in service.

39548. The girls go mostly into service?—Almost entirely.

39549. I suppose there is a considerable demand for them?—Yes.

39550. There has been a good deal of difference as to the manner in which the various foster mothers have performed their work; should you say that the average woman is able to look after eight children; I should imagine she would be able to look after eight pretty easily?—Quite so. We have one or two homes with nine or ten in, and in the older boys' home we have eleven; there we have a most excellent mother; she is quite able to manage eleven boys.

39551. You have other children who are boarded outside the union?—Yes.

39552. Have you watched the operation of that system?—Yes.

39553. How does that work?—I always think, as Miss Mason said, "Well done it is the best system and badly done it is the worst." We have had a good many failures from one or two boarding-out committees that

Miss M.
Baines.

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Need for election of properly qualified guardians.

Success of Leeds scattered homes for Poor Law children.

After careers of Leeds Poor Law children.

Leeds Poor Law children boarded outside the union.

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we have had, otherwise they have been on the whole good. We have had a good many children returned to us as unmanageable.

39554. Have there been any cases of maltreatment ?—There have been two cases lately, about a year ago, where I think the children were entirely neglected; the woman did not care for them at all.

Objections to
boarding-out
within the
union.

39555. I suppose your opinion is that which has been expressed by other witnesses: that the system is not a bad one, but it has its limitations, and it must be subject to very strict supervision ?—Very strict supervision. May I say here that the boarding-out within the union, I think is most undesirable, unless there is more inspection than there is at present, and inspection by women inspectors.

39556. At present the children inside the union are really less looked after than the children outside ?—Much less.

Visitation of
scattered
homes by
guardians
and its
advantages.

39557. Do you take a certain number of these scattered homes under your personal charge so as to know all the children, and do other guardians do the same ?—The Local Government Board insists that ladies shall visit all the homes once a week, if possible. That is what I and my two co-lady guardians have tried to do; we have also tried to have a system of the other guardians visiting, say, one home every week for three months, and a few of them have done it fairly regularly once a week for three months at a time, and have then changed round and visited another home.

39558. Did any of the male guardians co-operate in this work of visiting ?—They do now; some of them very well.

39559. I assume that one of the advantages of this system is that if the guardians will give the necessary time to visit they get a personal knowledge of the children which is very difficult to obtain under any other system ?—Certainly.

Leeds re-
ceiving home
for children.

39560. Have you any large schools ?—No, we have only one receiving home, which is supposed to hold forty children. You must have one rather large place in case you have a family of eight coming in all at once. That is a sort of sorting home; our children first go to the small receiving home near the workhouse, where they stay for a fortnight to see if they have any infectious disease; then they go up to the larger home, or a scattered home according as there is space.

Proposed re-
striction of
out-relief
and more
adequate
relief when
granted.

39561. Now we come to out-door relief; you would like to see restrictions on out-door relief, and I think also you would like associated with those restrictions an endeavour to ensure that the relief given is adequate ?—Yes.

39562. I suppose you would say that the present system is rather wanting in those two respects ?—I should certainly.

39563. Would you agree with the view that is put forward, that if out-door relief is given rather freely it generally results in being inadequate ?—Yes, I think so.

39564. The one rather follows the other ?—Yes, certainly. Personally I should like to give to many fewer people and much more adequately to the ones we do give to, as I have mentioned about the widows in my statement.

Inadequacy
of out-relief
to widows
with young
children and
evil results
therefrom.

37565. At present you think the widows with children get insufficient ?—Yes, they are obliged to go out and work, which is very unsatisfactory if they have children of two or three years of age.

39566. On that point, Leeds is a manufacturing town; many of the widows work in the factories ?—Yes, a good many of them do.

39567. What is the result as regards the home life ?—I think it must and does contribute to the great neglect of the children that there is now.

39568. Do any widows on out-relief work in the factories ?—Yes.

39569. What would you say about that; would you go so far as to try and stop them from working in the factories ?—Not if they have not small children. I think if they have small children they certainly should not, but if the children are all going to school I do not see why they should not work in the factories.

39570. (Mr. Booth.) Would you make an increased allowance for each child and make a stipulation that no

woman was to go out who was wanted to stay at home ?—I should personally like to do that.

39571. (Chairman.) I think you are beginning rather to consider the difficulties about that; it would be very difficult to enforce it, would it not ?—I do not think so.

39572. Not as regards the small children ?—No. If you have a careful Relieving Officer he would know whether the woman was working or not.

39573. Do you relieve widows who have families by taking one or two children away from them ?—No, we do not do that at all in Leeds; we either take them altogether into the house or give them out-door relief.

Methods of
relieving
widows with
children at
Leeds.

39574. Have you any voluntary agencies associated with the Board of Guardians in Leeds ?—Yes, a good many associated with them; we work in with several voluntary agencies.

Co-operation
between
Leeds
guardians
and charity

39575. The Charity Organisation Society ?—Yes, the Charity Organisation Society has been a very small body in Leeds and not done very much, but they now have a good new paid Secretary who, we hope, is going to do a great deal of good.

39576. You would wish to hand over those cases which are verging towards the Poor Law ?—Yes.

39577. You sum up here, I think, succinctly your objections to out-door relief; the system makes it possible for more children to be born into an entirely pauper household; it makes it possible for those children to be born of thoroughly diseased persons, and it is possible for the family to live in constantly insanitary conditions. I assume that the evidence you get is not very thorough as regards the sanitary conditions of the homes of the people to whom you give out-door relief ?—It is thorough to this extent, that there may be six or eight children and the father and mother sleeping in the same room. May I give you one case ? I have the case here of a man who was forty-four years of age; he had asthma; he had relief for six years, ending with 6s. a week; it was rather higher before. He had three children born during that time and the youngest child was eight months old when the father died. The total sum spent on that case would be about £90, but some of the former books have been destroyed so that we cannot quite make it out.

Instances of
out-relief
granted to
unsuitable
cases.

39578. (Mr. Gardiner.) Is that the figure which was left blank in your paper ?—No, that was another case.

39579. (Chairman.) What was the illness he had ?—He was ill with asthma; what he died of I do not know. That was not a phthisical case, but we have very many phthisical cases.

39580. Supposing you had your own way, how would you have dealt with a case of that sort ?—If it had to be dealt with by the Poor Law I should say that man ought to have come into the infirmary for everyone's sake. If the guardians did not give him outdoor relief, but voluntary people chose to do so, it would then be their responsibility.

39581. You would contend that about £90 of public money was spent really in creating, as far as the State was concerned, a worse condition of things with regard to that family than there was before ?—I think so.

39582. Can you give us any other case of the same nature ?—There was the case of a man who was forty-one, he was a tin worker, he had seven children and he had out-relief. He was supposed to be a phthisical case. I so constantly come across phthisical cases that I have not any other instance put down here.

39583. Could you describe to us what is the result of your experience in these phthisical cases ?—As to whether the father gets well ?

39584. I will take the case of a father who begins to show signs of phthisical affection, what generally happens in your experience ?—It will come to us for outdoor relief and we very often give it, and it will go on perhaps for two or three years with the father living in much too close touch with the children until he dies.

39585. I assume he does not come to you until the disease has made considerable progress ?—Not generally.

Difficulties
dealing with
phthisical
cases,

39586. When practically it has got almost beyond cure ?—Yes; if it is at all curable we send them to a sanatorium near Leeds. We have two permanent beds there.

39587. I want to put to you rather the practical difficulties in dealing with them. Assuming you were to deal compulsorily with a case of that kind in its early stages, you are face to face rather with this difficulty, that the man would have to be maintained for a long time in the sanatorium at the public expense and his children would probably have to receive relief from the rates?—Yes.

39588. What do you say to that, would you face that in these cases?—I think it would be better for the family as a whole, and I think it would be really more economical in the end.

39589. The expenditure at first would be spread over a considerable time, but there might be a prospect of a cure?—Yes, at any rate if phthisis is infectious, as it is supposed to be, you would not be going on infecting other people in the house, nor would you be increasing the family.

39590. Is there great reluctance in phthisical cases to come in?—Great reluctance generally. We have a great number in the house who are very comfortable when they are there; it is the first step that is the difficulty, I think.

39591. Is there much imposture in the case of deserted wives?—I think there is a good deal. I have one case here, for instance, of a wife who was deserted and in the workhouse for three years. She came out after three years; she had three working boys and two dependent children; she had out-door relief given her because she said she had never seen her husband for that time; she had 3s. a week for the two dependent children, when we found that her husband had been living within a hundred yards of her; she had visited him whilst she was in the workhouse and when she left. That is not an uncommon case.

39592. You go into the causes of pauperism, and I see throughout your statement you attach great importance to giving compulsory powers to the guardians to detain people who are suffering from diseases which have not yet been cured. You put that as a big contributing cause of pauperism?—Yes. I think especially the first one that I mention, and that I suppose need not necessarily come to the Poor Law at all, but as it is, that is what happens to us according to Dr. Allan's paper.

39593. Dr. Allan is coming; I have your opinion so perhaps I need not press you upon that point. While on the subject of detention, I assume that you would wish to keep feeble-minded girls?—Keep them somewhere; I should say in a voluntary home. We have a few now perfectly certain to come to grief if they go outside; you do not want to keep them the whole of their lives in the workhouse, and you cannot keep them against their will, if uncertified.

39594. Would you wish to have a general power of detention in the workhouse so that if persons go in there they cannot come out when they choose?—For that first particular disease?

39595. No, generally?—No.

39596. Have you complaints made that people go in and discharge themselves whenever it is convenient to themselves?—Yes.

39597. You have not much inconvenience from that?—We have a good deal, but I do not think you can ask for compulsory detention on that ground; it only makes inconvenience in working.

39598. I do not mean for long; if they come for relief to the guardians, it has been suggested that the guardians should have power to detain them such time as they think necessary?—I really have not thought about that.

39599. Should you say that drink is on the increase or not?—I should not have thought it was on the increase.

39600. We have had a good deal of indirect evidence as regards the Workmen's Compensation Act to the effect that it has rather curtailed the age at which people can get employment. That is your impression too, is it?—Certainly.

39601. You have no figures to show that?—I am afraid I have not; it is only what the men themselves have said to me. I know a man of forty who had to dye his hair because he was afraid of being thought too old.

39602. It has also been suggested to us that as machinery gets speeded up so it becomes a greater strain on the people, and the old people are not equal to the work and consequently they have greater difficulty in getting employment. Have you ever heard of that?—No, but there is the general argument that a man when he gets beyond fifty is not as equal to the work as he was before.

39603. And if the tendency is to speed up machinery more and more, there will be less prospect of men over fifty getting employment than before?—Yes, certainly.

39604. You also think that the Trade Union minimum wage in certain cases tends to unemployment?—Yes, I think so, because naturally the employer will not take on a man for the full wage except one who is able to do a full day's work.

39605. Leeds is a general trade town, is it not?—Yes.

39606. You think that the personnel of the guardians, so far as their capacity and training for the work they undertake are concerned, has not improved of recent years?—Certainly not.

39607. I see you are strongly of opinion that only one-third of the Board should go out every year so as to ensure continuity of policy?—Yes.

39608. You notice that a very small proportion, or a comparatively small proportion, of the guardians who come on have ever attempted to qualify or train themselves in advance for the work they undertake?—Not in the slightest degree; I think perhaps it never occurred to them to stand till they had been asked to stand by the political party in order to get a victory in that ward for the particular political party.

39609. You have been elected four times?—Yes.

39610. I see you begin by saying "Politically (knowing no better) as a Liberal"?—I am afraid the grammar of that was not quite correct.

39611. What you want to make clear there is that it is very difficult for anybody to stand without some organisation behind them?—It is in Leeds.

39612. In the first instance the only organisation is that which belongs to political parties?—Yes. I think it is only in Leeds; in Halifax one of the guardians told me he never stood politically, nor do they in Huddersfield, which is also near us. A lady told me she did not stand politically there.

39613. Have you found that when your work got known you could stand independently, so to say?—Yes. There is a lady standing in the same way as I am doing now for another division of Leeds. I hope she has a fair chance, she is a well-known lady.

39614. What is the sort of question that in your judgment mainly interests the electors; is it the question of outdoor relief?—That is the thing that most candidates say on their platforms when they are speaking before an election, that they will not send a deserving person to the workhouse, that is the general thing to say.

39615. Does the out-relief go up as the next election approaches? Is there a tendency that way?—I think there is a tendency, certainly.

39616. (*Mr. Booth.*) In addition to the kind of homes that you have mentioned, the barrack form and the scattered homes, there is another system in some unions which I think they call "grouped homes"?—Cottage homes.

39617. Have you any experience of that system?—No, I have not any personal experience.

39618. But you do not think so favourably of it as of the scattered homes?—I think it is neither one thing nor the other quite, and it also keeps up the institution system; the children go to the same school in the grounds, and they go to the same church or chapel in the grounds. In Leeds our children are divided, no two homes go to the same church or chapel or to the same school, and therefore they mix entirely with the non-pauper population; it seems to me the essence of the thing that they should do that. When you have a large number of homes together, as in the cottage home system, you cannot do that. Also I think the cottage homes are much more stereotyped. One of our foster mothers came from one of the cottage homes in another town, and she said they always had the same pudding every day all round the

Miss M.
Baines.

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Out-relief to
deserted
wives a
temptation
to imposture.

Need for
power to
compulsorily
detain per-
sons suffering
from syphilis
and girls of
weak mind.

The "ins
and outs" of
problem.

The Work-
men's Com-
pensation
Act; the
"speeding
up" of
machinery;
and trade
unionism as
causes of
pauperism.

Need for
tripartite re-
tirement of
guardians.
The influence
of politics in
guardians' elections.

"Out-relief"
as an elec-
tionering
placard.

Advantages
of "scat-
tered" over
"grouped"
homes for
children.

Miss M.
Evins.

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Question as
to best
method of
dealing with
widows with
children.
The need for
relieving
young dis-
abled married
men only in
the work-
house.

homes. That is an illustration of the stereotyping of the homes. In ours each mother just manages her home like an ordinary mother would.

39619. Do you disapprove of the guardians taking charge of some of the children of a widow. You say they do not do it at all in your union. Do you disapprove of it?—No, I think it might be a good thing, but we have never done it.

39620. With regard to these sick cases which you think would be better in the workhouse, the men still continue their work although phthisical or asthmatical?—Sometimes they do for a short time, and then they are in bed for weeks or months.

39621. So that you disregard the earnings?—If there are earnings, they probably would be earning their ordinary wages.

39622. It would be more serious to break up the home if the man was still able to earn money?—Yes, we should not do it if the man were earning anything.

39623. You would not wish to bring him in unless the case was one of the spreading of infection?—No, I think not; as long as he was earning anything one would not.

39624. The only justification for enforcing his coming in would be that he might spread the disease?—The question is whether we should give outdoor relief, but that is not what you are asking me, is it?

39625. I thought you wished to have some power to compel them to come in, or is it merely the indirect compulsion of refusing out-relief?—That is what I was mentioning here, the indirect compulsion. My chief point was that by giving outdoor relief you make possible and perpetuate the conditions previously mentioned. (Q. 39577.)

39626. (Bishop of Ross.) Have you any classification of the children in the scattered homes?—No. They are just like a family in the scattered homes.

39627. But the children will be of various ages under the same foster mother?—Yes, they vary from about fourteen to four.

39628. Do you pay any attention to the religion of the children in the scattered homes?—Certainly.

39629. And you take care that the foster mother will be of the same religion as the children under her care?—I proposed that about seven years ago, because I thought it was the only fair thing to do, and I was told then it was a very narrow thing to propose, and it has been brought up against me at two elections since that I did propose it. We had a discussion about it and lost it; eight guardians did not vote either way on that subject. It seems to me the only fair thing.

39630. What has been done, actually?—What has been done is that we are supposed to choose a mother without any regard to her religious belief. The children happily are obliged to go to the church or chapel of the particular denomination to which they belong.

39631. With regard to going to school or chapel?—Yes, church or chapel school. Notwithstanding the above-mentioned decision of the board, the guardians have in practice only chosen a Roman Catholic mother for a Roman Catholic home. In that they are entirely inconsistent.

39632. But they do not take the same precaution with regard to other denominations?—No.

39633. But they do with regard to the Roman Catholics?—Yes.

39634. So that the Roman Catholic children are placed in homes with a Roman Catholic foster mother?—Yes.

39635. (Miss Hill.) With a Roman Catholic foster mother, did the guardians agree to that?—They seem to think they cannot do anything else.

39636. (Bishop of Ross.) That condition of things could not so well prevail in the cottage home system; you could hardly get the Catholic children together under the cottage home system?—You could have a home for the Roman Catholics.

39637. Of course they must all attend the schools within the area?—Yes, certainly.

39638. Then they will attend church or chapel within the area of the home itself, and they would not have the

same opportunity of being absorbed by their own co-religionists?—No.

39639. You object to a widow who has young children going out to work?—Yes.

39640. On account of the evil effect on the family?—Yes.

39641. Do you see the same objection to a woman whose husband is alive and has young children going out to work?—I think it would be better that she should not, if she has young children.

39642. Will not the effect on the family be precisely the same whether the woman is a widow or not a widow if she has young children?—Yes, I think it would, but we, as guardians, have nothing to do with a woman whose husband is alive and working.

39643. (Chairman.) I understood you referred to factory work?—Any sort of work which takes the mother away when she has young children.

39644. (Mr. Booth.) Any sort of work which takes them from their homes?—Yes.

39645. (Mr. Gardiner.) Your point is that the board of guardians has no responsibility as long as the father lives?—That is so.

39646. (Bishop of Ross.) Would you have any suggestion to make with regard to young women going to work in the factories?—I think it is a bad thing for the families if they have a husband.

39647. A bad thing for the future of the race?—Yes, that is my own opinion.

39648. (Mr. Bentham.) Did the guardians take any action with regard to the feeding of school children under the Underfed School Children Order?—Yes, last year we had a committee about it, and we received a certain number of names from the School Board; we then fed them by the help of a voluntary agency, a doctor in the town who is very enthusiastic on that point.

39649. Was any special provision made for feeding those children who were in receipt of outdoor relief?—No, we did not feed the children in receipt of outdoor relief.

39650. Was it held that 1s. 6d. for each child and nothing for the mother would be quite sufficient to maintain the child in proper physical condition?—I suppose it was in addition to what the mother might be earning. That is what I do not often think right.

39651. No special provision really was made for those apart from the relief?—No.

39652. With regard to your relief committees, would you prefer to have a change of members on the various committees?—Very much.

39653. You think that would lead to more uniformity and better administration all round?—Yes.

39654. Has it ever been tried?—A few guardians change round, because they think it is the right thing to do, but others say they prefer to stay on their own committee.

39655. Was that ever proposed before the board?—I do not quite remember that.

39656. You have no superintendent relieving officer, have you?—No.

39657. Was that ever tested at a full board meeting?—I think not.

39658. Is it felt at all that there is any necessity for a superintendent relieving officer now in your opinion?—I think it would be a good thing, and I have heard one or two others say so.

39659. With regard to your children's homes, has an Order been issued by the Local Government Board for the management of the homes?—Yes.

39660. Is there a dietary fixed under the Order?—Yes.

39661. Do you find any difficulties in getting suitable foster mothers?—No, we have been very successful in getting foster mothers.

39662. Have you had to dismiss any for bad conduct?—No, we only had one who was utterly without care for her children, we soon got rid of her.

Objections to
women
with young
children
going out to
work.

Action by
Leeds
Guardians as
to Underfed
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Inadequate
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Need for
appointment
of superin-
tendent re-
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officer.

Local
Government
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ment and
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scattered
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Satisfactory
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mothers.

Children in
scattered
homes.

Religious
care of chil-
dren in
scattered
homes and
cottage
homes.

Receiving home for children and extent to which used. Children adopted by guardians and methods of dealing with them.

39663. Can you say that all healthy children above the age of three are admitted through the receiving home and not through the workhouse?—Yes.

39664. Have any children been adopted under the Act of 1899, children of undesirable parents?—About 150, I think.

39665. What do you do with those?—We have some of them in the homes, some of them we have boarded-out with the boarding-out outside the union committees.

39666. Would not those left in the homes be almost sure to come in contact with the parents if the parents care to keep in touch with them?—We have not found that much. If we do find that they are at all coming into contact with them, we often board them out, outside the union.

39667. Could you say as a matter of practice, it is your policy to board those out who belong to undesirable parents as much as possible, if you can find suitable homes in boarding-out districts?—Yes.

Methods and results of emigrating Poor Law children.

39668. (*Miss Hill.*) You say you have emigrated seventeen children to Canada, and that they are doing well. What length of time have they had there?—I think they went last August twelvemonth.

39669. Through what agency did you send them?—We sent some through Dr. Barnardo, some through Mrs. Burt of Liverpool, and some through the Roman Catholic Emigration Agency in Liverpool.

39670. Have they all been equally successful as far as you can see?—We have only had one unsatisfactory account, and that was of one of the Roman Catholic boys.

Example of out-relief to an unsuitable case.

39671. You speak of the evil of out-door relief enabling people to live in insanitary conditions. Do not your guardians make a point of withdrawing out-door relief when the sanitary conditions are unsatisfactory?—They try to, but some of them are not strong enough to do it. I will give you a case here, not exactly of unsanitary conditions, but I think it was rather a case they would help; there was an old woman asking for out-door relief; the doctor said she had something the matter with her knee, and she was recommended by the doctor to go into the house; he recommended that she should go into the infirmary. The other people in the house were her daughter, who was separated from her husband, and five children, and there was a man living in the house who was said to be the brother of the husband. The old grandmother slept downstairs on a sofa and the doctor said she ought to come into the workhouse infirmary. The whole of the rest of the family we suppose slept upstairs in one room. There was only one bedroom. We said that was not a case for outdoor relief, and we gave her an order for the house. Two of the guardians who had made this decision (one of them being myself) happened to be away at the next board meeting. The case was brought up by a guardian living in that locality, our decision, was reversed and the woman was given 3s. a week outdoor relief.

39672. There would seem one way to meet that particular difficulty; one knows boards of guardians where the sanitary conditions of the homes are enquired into and looked into very strictly and outrelief withdrawn if they are unsatisfactory?—Yes.

Need for further co-operation between the guardians and charity and instances thereof.

39673. I gather you would be in favour of the voluntary agencies, such as the Charity Organisation Society, attending to the old people. Has the Charity Organisation Society or any other voluntary agency any system of pensions in Leeds?—There are a few small charitable societies in Leeds giving pensions. I was thinking if the Charity Organisation Society could be better worked and fully worked they would help.

39374. These voluntary agencies could take some of these better cases?—I think so. May I mention one case that seemed very suitable when it came to us the other day. There was an old boatman of sixty-eight; he had kept himself all his life, he had been in a friendly society and had also saved money. At sixty-eight he hurt his knee. He lived on his savings and his friendly society pay of 8s. 6d. for about six months; then the friendly society had to reduce it to 2s. 6d. He came to us and we gave him gladly the 6s. to raise it up again, but that does not seem to me a case that ought to come to the Poor Law at all.

39675. There must be a good deal of charity going on in Leeds, and it would be a good thing if it were organised to take up such cases as that?—Yes.

39676. And also the case of a man with phthisis; if the sanitary conditions could be looked after and that case taken up by a voluntary agency that would seem to be the right thing to do?—Yes.

39677. You feel very strongly about this question of only one-third of the Board going out at the same time?—Very strongly.

39678. Has there been any movement to secure that?—No.

39679. It was left optional by the law to the guardians themselves?—Yes.

39680. Do you think the difficulty in the way of it is that the guardians who are elected do not want to go out when they have only been one year in, or is it the expense of an election coming every year?—I think it is both.

39681. But it would seem to be very important?—I think so, because two-thirds come in knowing nothing whatever.

39682. They know a good deal more at the end of three years than they do at the beginning?—Yes.

39683. (*Mr. Phelps.*) Have you lived in Leeds all your life?—Yes.

39684. And worked amongst the poor for a good many years?—Yes.

39685. Have you noticed much in the way of improvement in the condition of the poor, or the reverse, in that time?—You see now I do not see the ordinary working-classes so much as people who have failed, so I do not think I am quite able to judge about them.

39686. I will now ask a question which perhaps rather arises out of that. Do you think the administration of relief by your board of guardians is a real factor in the life of the town which makes much difference to the poor?—Yes, I think in many ways lax administration of out-door relief does increase the pauperism.

39687. It increases the pauperism, do you think it really strengthens improvidence?—I think it must do. There are very few people who belong to friendly societies who come to us.

39688. You think a change in the policy of the board would very soon make itself felt in the lives of the population?—I think so, and more careful administration.

39689. When your guardians decide cases of out-door relief are they largely influenced by questions of character?—Of the recipient? The popular distinction between cases for out-relief and the workhouse.

39690. Yes?—They take it into consideration, but it is more income, character, and surroundings all taken together.

39691. They would make rather a point of saying that it was the deserving poor who were given out-door relief and the undeserving who were offered the workhouse?—I think so, because you perpetuate the possibility of wrong doing, in the way of drink and that sort of thing if you give out-door relief.

39692. I was rather thinking when people present themselves on public platforms or sit on out-relief committees they would roughly divide the poor into the deserving who would get an order for out-relief and the undeserving who would be offered the house?—I think they probably would.

39693. When people come into the house do you classify them at all?—We have tried to do so very slightly. We have had a first class both for men and women for about six years or more than that; perhaps nine years now, but the workhouse is so full that we cannot do anything more about that until we get our workhouse extended.

39694. Were you satisfied with the result of that?—Yes, I think so, as far as the first class was concerned.

39695. What was the effect on the rest, do you think?—I do not know that there was any effect on the rest.

39696. You do not think it affected them?—No.

39697. Who decides into which class a person is to go?—A small committee.

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Advantages of tripartite retirement of guardians.

The effect of administration on pauperism.

The popular distinction between cases for out-relief and the workhouse.

The method of classifying workhouse inmates at Leeds.

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39698. Do they decide on the ground of their conduct inside the house or outside the house?—It was then on their conduct outside the house, whether they had been convicted of crime; there was a set of questions that were given as to whether they had been sober, how long they had been in Leeds, and that sort of thing.

39699. What kind of proportion of the inmates were found qualified for class one?—We had only room for about twenty men and twenty women so we could not do any more than that.

39700. Do you think there was a much larger supply than that?—I hardly think for the first class there would have been a much larger supply.

39701. You say that the qualifications and efficiency of guardians is not increasing as time goes on. Does that show itself in the administration of the institutions?—Yes, I think so.

39702. They do not take so much pains about the administration?—I do not know about so much pains, but they do not do it wisely, some of them do not take so much pains.

39703. Do they exercise much control over their officers?—Yes, but they exercise it sometimes in an unwise way; I think some of them are too much inclined to make friends of the officers, and to make friends rather of the subordinate officers as against the others.

39704. Do you find a tendency to reduce salaries?—With a few, yes. I should not say that was a prevailing tendency.

39705. It is a popular position to take up when you stand for an election?—It might be at elections, but it does not go on afterwards.

39706. I see with regard to out-door relief you say that two or more guardians changed their opinion very much with regard to it after some experience?—Yes.

39707. Do you think that is common?—Yes, most of the new ones change their opinion when they have been on about two years.

39708. Do you think a healthier public opinion is growing up with regard to it?—On the present board it has changed, but when we get two-thirds new again with the same class of persons we shall have the same thing to go through over again.

39709. If you are continually educating them there must be a time when the public opinion is changed. I quite understand the difficulty with regard to new guardians, but it does seem to me that a much larger class of people are learning their work now as guardians than ever did under the old system?—It is a very small drop in the bucket.

39710. You were not on the Board I think before the change in 1894?—No.

39711. Is that looked back to as a golden age?—I do not know; I compare the present Board with my first Board, which was very much better.

39712. (Mr. Gardiner.) Will you tell us what the cost per head in the Scattered Homes is?—We have had two Returns asked for; a few years ago we had one got out which included everything, administration charges and every single thing, that was got out about four years ago, and it was 10s. 6½d. About a year ago another return was got out, and it was 9s. 11½d.

39713. And the widow's children you provide for at a cost of 1s. 6d.?—Yes, but of course you have to pay for the supervision of children in the Scattered Homes.

39714. The widow's children by this present system are very unfairly treated?—Yes, in some cases.

39715. Supposing the case of a respectable widow with four children and you paid her 10s. a week provided she did not go to work, she would be absolutely in clover?—She would, if she worked also.

39716. (Mrs. Bosanquet.) What is the cost of food alone?—Food and clothing we have taken together, which is the lowest of any department of our indoor relief. Last year the workhouse food and clothing cost 4s. 2d., the Scattered Homes cost 3s. 9d. for food and clothing.

39717. (Mr. Bentham.) Would that include "and necessaries"?—Yes.

39718. (Miss Hill.) I conclude that the widow is supposed to go out to work, it may not be a good plan; she is supposed to earn?—She is.

39719. The children are not supposed really to be kept on the 1s. 6d.; there would be the mother's wage to supplement the Poor Law allowance, would there not. When you give out-relief to a widow with children it may not be a desirable thing, but she is supposed to go out to work, and there is that money to add to the 1s. 6d.?—Yes. We calculate that each child costs 4½d. a day in food alone in the Scattered Homes.

39720. (Mr. Gardiner.) As regards the corporation sanatorium you mentioned, have you gone at all into the figures of that by way of comparison with your own infirmary?—As to the recoveries?

39721. No, as to cost?—We pay £70 a year a bed for that.

39722. That probably covers the whole cost—perhaps you know nothing about that?—No, except that it costs us £70 a bed.

39723. In regard to the endowed charities, is there any scheme for their administration. Have they been pooled by a scheme drafted by the Charity Commissioners?—No.

39724. They are all independent charities?—Yes.

39725. And independent bodies of trustees?—Yes.

39726. Is there any feeling in Leeds in favour of getting a scheme for the endowed charities?—I have not heard of any.

39727. The guardians *qua* guardians do not take any interest in that?—No.

39728. Could you give us any information as to the effect of workhouse life on the inmates. You have taken great interest, have you not, in the workhouse administration?—Yes, I have. I do not know whether you know what the Brabazon system is. We have used that a great deal; that has very much improved the inmates we have had working it; it has raised the tone of the house altogether because of the contact with the outside people who come in to teach it. It is a very good thing.

39729. And it provides occupation?—Yes.

39730. Now take the younger classes who are not eligible for that; the girls or young men who come in. Have you any information to give us about them?—There are very few young men of course that come in except to the infirmary.

39731. With regard to the workhouse proper, do you get many men there for test purposes?—Not inside.

39732. You get a good many young women, do you not?—Yes, we do get a good number.

39733. Have you ever known any of them sufficiently intimately to give us any opinion as to the effect of workhouse life upon them?—Except generally it is an undesirable and bad thing for them to be in communication with so many undesirable older women.

39734. You could not give us any detailed information?—No.

39735. (Mrs. Bosanquet.) Can you tell us how long you keep in touch with the children after they are placed at work or in service?—I have kept in touch with almost all of them up to now.

39736. It goes on regularly?—Yes.

39737. Is there an inspector who goes round?—We have a volunteer lady who visits them after they leave us and reports to us about once in three months how they are getting on.

39738. That is all the children who are placed out?—Yes, boys and girls.

39739. Are those records kept?—Yes.

39740. Could they be consulted if any one wanted to see what became of the children?—Yes.

39741. Do you not think it would be a good plan to make it compulsory on all boards of guardians that they should keep records of the children till they attain twenty-one years or so?—I think it would be a good plan.

39742. Speaking about the insanitary conditions it seems to me in Leeds, from what I saw that there were certain districts or streets in the town that were absolutely

Cost to guardians of sending cases to corporation sanatorium.

Endowed charities in Leeds.

Advantages of Brabazon system of employing workhouse inmates.

Question as to effect of workhouse life on young women.

Supervision of Poor Law children placed at work or in service.

Records of after career of Poor Law children and suggestion for such records being universally kept.

Effect on workhouse administration of less qualified and less efficient guardians.

Effect of practical experience on guardians with extreme views as to out-relief.

Dis-advantages of triennial retirement of guardians.

Cost per head in scattered homes compared with out-relief allowances to children of widows.

insanitary and should be condemned, and there was a great deal of out-relief going into them. Would it be a good thing do you think if there was some power in the guardians or an inspector to say no out-relief is to go into those districts?—You could not say it generally, you could only judge of each case.

39743. Would it not be possible to remove any respectable case into a neighbouring street which was not insanitary?—We often say we cannot give out-relief unless they go into more sanitary houses.

39744. Supposing it was made compulsory on the guardians that they should remove cases out of certain areas if they give out-relief, do you think that would be possible?—I do not know I am sure.

3.745. Is there any communication between the sanitary officers and the guardians?—The guardian reports to the sanitary officer if he thinks it is a suitable case.

39746. Does the sanitary officer report back what steps he has taken?—The relieving officer would always know what steps he had taken.

39747. (*Mr. Chandler.*) Do you have many applications for relief in Leeds from members of trade unions?—No, I should not think we do.

39748. Would that not be on account of those institutions making provision for their members in case of unemployment, sickness, old age, etc.?—Certainly.

39749. Then that class of men whom you spoke of in your evidence as driven to pauperism by reason of the trade union minimum wage cannot possibly be members of the trade unions?—It is when they get beyond a certain age that they cannot earn the trade union wage, and the trade union would not help them then, would it?

39750. If they were members I assume the trade union would be looking after them?—Until their death?

39751. Yes. You do not know that?—I did not know that they looked after them except when they were ill and out of work temporarily.

39752. So long as they pay their contributions as a member they look after them in all conditions of life, both sickness, out of work, old age and everything. Perhaps it is not so with all trade unions. There are a large number of factories in Leeds?—Yes.

39753. Tailoring largely?—A great many.

39754. Are not most of those factories conducted on the principle of payment by result?—By piece, yes.

39755. Then the minimum wage would not affect them?—No, those factories chiefly employ women; I do not know about men.

39756. (*Mr. Patten-MacDougall.*) I did not notice whether you gave us the cost per head per child of the scattered homes, including everything—including the institution charges and everything?—Yes, including everything, it was 10s. 6½d. about three years ago, and it is now 9s. 11½d., so we have reduced that.

39757. And all these homes are within the city, are they not?—Yes.

39758. And all have been built by the Board of Guardians?—They have not been built; they are hired, so that they can be given up if you find you have not so many children.

39759. You think it is a good system to have them in the city; that that is preferable to having the homes in the country?—I think it is very good; we have them in as healthy situations as we live in ourselves, very often, and the children are perfectly healthy; they mix with the ordinary population and have more opportunities of

getting to know people and getting occupation when they begin to be able to work. Outside people get to know them.

39760. (*Mr. Russell Wakefield.*) I believe that the number of children in a particular home never goes beyond eleven?—We have only one home that has as many as eleven.

39761. You would see objections, would you not, to homes that had twenty or twenty-five; you would not think that was desirable, would you?—No, I think it takes away from the home feeling.

39762. Do you think there is any necessity for anything in the shape of classification of children with regard to getting one undesirable one into the home. Do you believe it would be a good thing to try to classify the children?—I do not think so. We have a very good superintendent, who knows the character of almost every child and he puts a child whom he thinks suitable in a certain home.

39763. Assuming in a good many cases these homes are for more than eleven, sometimes reaching up to twenty, or even more than that, in the country there would be a necessity for classification in a case like that?—Yes, I think there might.

39764. Do the children come back in later life to the old home to see the superintendent?—Constantly, to see him, and their own special foster mother.

39765. That touch is kept up very strongly?—Yes.

39766. (*Miss Hill.*) Do you think there is any danger that the school feeding which is now being so largely introduced will tend to make the women go out to work more?—Yes, I do.

39767. Both the widows and the married women?—Yes.

39768. They will distinctly feel that the children will have a mid-day meal and they will not think it important for themselves to be at home?—It strikes me very much that will be so; they are careless as it is.

39769. (*Mr. Patten MacDougall.*) May I ask whether you have heard of a system, which I think prevails in some cities, of the municipality or public authority providing homes for the very young children in order to enable the mothers to go out during the day—crèches; have you heard of that system?—I have heard of it, but we have not it in Leeds.

39770. Would you approve of it?—I really have not thought of that.

39771. (*Chairman.*) Have you any home for boys after they have left school in which they board and lodge during the earlier stages of their working life?—No, we have tried, and once or twice been on the point of founding a working boys' home, but we have not done it, and so far we have really hardly needed it. We have supplemented their wages, which the Local Government Board have allowed us to do, and then let them live in lodgings. The usual charge for a boy's board and lodging is 8s. a week to begin with, rising as he gets older.

39772. Is that now a general practice in your union?—No, we have only done it in a few cases. The boys do not earn enough if we put them to a proper trade to keep themselves for the first few years, and if, say, they begin with 5s. a week, the Local Government Board will allow us to supplement that up to 8s. a week.

39773. Have the guardians done that, knowing that they are supplementing wages?—Yes, but it is only in the case of a child.

39774. That is under the age of eighteen?—Yes.

Miss M. Baines.

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The proper number of children to be placed in one home.

Question as to classification of children in scattered homes.

Attachment of children to scattered homes.

The feeding of school children and its effect on responsibilities of mothers.

Wages of boys learning trades supplemented by guardians.

Mr. JAMES HENRY FORD, called; and Examined.

39775. You are Clerk to the Leeds Guardians?—I am.

39776. You have prepared a statement which we will treat as your evidence in chief and supplement by a few questions, if you will kindly hand it in?—Certainly.

(*The Witness handed in the following statement.*)

1. In ordinary times Leeds is fairly prosperous—there are numerous trades and wages generally are fair in amount

and not apt to fluctuate. The ready-made clothing trade finds employment at remunerative wages for large numbers of women and girls.

2. The population generally is fairly self-reliant, and not prone to seek relief from the rates.

3. Rents are low and good accommodation can be secured for a small outlay, although rates are high. This

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applies to houses for such of the working classes as have fairly steady employment, but for the very poor it is difficult—if not impossible—to find sanitary and healthy dwellings.

4. There are many Irish amongst the unskilled labourers and those having no settled occupation, and this class is perhaps the most difficult one with which the guardians have to deal.

5. There is a fairly large Jewish population which also contributes its quota to the pauper lists.

6. As far as my experience carries me, I should say that in Leeds the surroundings of the working classes compare favourably with those of many large centres of population, but the conditions under which the very poor live are unsatisfactory in every possible way.

7. There have been no special experiments in Poor Law in the Leeds Union, or I should rather say that what may have been at one time in the nature of experiments have now been confirmed in practice.

8. For instance this Board has adopted at the earliest possible moment such schemes as the boarding-out of children both within and beyond the union, emigration to Canada, Scattered Homes, the doing away with the distinctive uniform for children, trained nursing in the union infirmary, cellular system of dealing with tramps, separate accommodation for imbeciles, and possibly within a short time special accommodation for imbecile children and sane epileptics.

9. I do not know that my board initiated any of the above schemes or were the first to adopt them, but in every instance they have been amongst the very earliest boards to move on fresh lines.

10. I have no hesitation in stating my opinion that indoor relief should be the rule, and outdoor relief the exception.

11. The only claims upon the Poor Law is that of destitution, and the only efficient test of destitution in many instances is by offering the house.

12. Indoor relief is refused repeatedly where the applicants allege they are entirely without means, and yet subsequent investigation shows that they continue to exist outside, and apparently without great difficulty.

13. Those not destitute but simply poor, can be, and in many instances, are helped from private charity. It is far from infrequent to find that the outdoor relief paupers are in possession of considerable sums of money or have other means which they had not divulged to the relieving officer.

14. Again the system of out-relief as carried out in this union is more in the nature of inadequate doles than in supplying sufficient to meet the reasonable needs of the applicants, and the guardians show they believe that the applicant has not made a full statement of all his resources by giving an amount that is barely sufficient to provide shelter alone.

15. On the other hand relief in the workhouse is adequate as it proves food, shelter, clothing, medical care and a reasonable amount of comfort, but not sufficient to be an inducement to those to enter its gates, who can by any proper means support themselves outside.

16. Many of the cases on the out-relief list are those of aged people living with relatives who are often able, but unwilling, to provide more than shelter for them, and who usually take them off the guardians' hands when the house is insisted upon.

17. There are also many paupers appearing on the list, who are not in a sense paupers at all, but only appear on the list because sons or other relatives though well able to maintain them will only do so through the medium of the guardians, by repaying the whole amount of the relief advanced. When these cases are offered the house only, as is sometimes done, they are taken off the guardians' hands.

18. There is no supervision as to how the out-relief is expended. Many instances have come to the guardians' notice where it has been ridiculously misapplied.

19. The relief districts are too large for the cases to be closely watched, but where special investigations have been made time after time has it been found that many of the paupers were in possession of sufficient means to put them entirely out of the pale of relief.

20. Again, when the guardians made a definite stand with regard to a certain class such as able-bodied single men and declined to give test labour although a large number were on the books at the time very few went into the house and of the few who did all discharged themselves in a very short time.

21. I believe that with a strict investigation and a determination on the part of the guardians to give out-relief to those cases only where there is no doubt as to further the destitution and where the character of the applicants restricting is of such a special nature as to justify relief out of the house possibly 20 per cent. of the cases on the books could be removed without hardship.

22. The amounts paid to widows with children are altogether inadequate for their proper support and the appearance of the children brought up in the guardians' homes and that of those relieved outside is a sufficient indication as to which system is the most humane.

23. Deserted wives are very frequently given relief in spite of repeated cases of collusion that have been brought to the guardians' notice. In many instances of alleged desertion, it has been found that the husband or father has never left the town.

24. There are several cases on the books of phthisical parents living in small houses with large families in which it is absolutely necessary that the persons suffering from the disease at least should be received into the house.

25. In spite of all arguments, they decline to go and the guardians from a mistaken feeling of pity grant out-relief regardless of the fact that such a course entails the certainty of the parent's earlier decrease in the absence of proper treatment and the probable risk of infection to the family.

26. Again, there is, no doubt, that the children of out-relief cases frequently become paupers themselves.

27. They are taught to regard the guardians' dole as an assistance in all times of hardship and readily apply when distress occurs. There are several cases of what I may term hereditary paupers on the books.

28. Possibly, the most unsatisfactory cases are those of able-bodied men with families given out-relief and put to work, very few complete their task or attempt to do so, the men in many instances come for their money but send their children to carry home the bread, they have even sold it at the gate of the Labour Yard.

29. In several instances these men, in spite of the meagre pay, have declined offers of employment, and one man who had been refused further relief informed the relieving officer a few weeks later that it was the best thing that had happened to him as he got a job directly the guardians turned him off.

30. The class of persons applying for relief to a very great extent depends upon the knowledge that obtains outside as to what classes the guardians are likely to give out-relief.

31. For instance the number of able-bodied men working test work varies to a very great extent according to the sympathy or otherwise with which their cases are regarded.

32. As already pointed out, when the guardians struck off out-relief all single men and widowers without children, very few of this class entered the workhouse or have applied for relief since.

33. In past years when the guardians used to close their test yard in the summer, they had very few, if any, applications from able-bodied men for relief after the date of the closing of the yard, until it was about to be opened again.

34. The increase in the out-relief in this union of late years has been almost entirely owing to the number of men put upon test and these men are to a very great extent composed of unskilled labourers, and of men who have not had regular employment for years and others of a still more unworthy character.

35. Very few skilled artisans apply for relief, the other classes are principally composed of old people who have got beyond work or are suffering from illness, of widows recently bereaved, with a fair number of deserted or alleged deserted wives.

36. A number of cases sent into the house can only be classed as "inefficients" unable from mental or physical weakness to adequately provide for themselves under any

Methods of
dealing with
children,
tramps,
imbeciles,
etc., at Leeds.

Views as to
indoor and
outdoor
relief.

Destitution
as the qualifi-
cation for
relief, and
efficiency of
the work-
house as a
test of
destitution.

Undisclosed
sources of
income of
outdoor
paupers.

General in-
adequacy of
out-relief
allowances at
Leeds.

Indoor relief
adequate but
deterrent.

Effect of
workhouse
test on
maintenance
by relatives.

Need for
further
supervision
of out-relief
and smaller
relief
districts.

Result of

abolishing
outdoor
labour test
for able-
bodied single
men.

Probable
results of
further
restricting
out-relief.

Inadequate

out-relief to
widows with
children.

Objections to
out-relief to
phthisical
parents.

Out-relief as
a cause of
hereditary
pauperism.

Evils of out-
door labour
test relief.

Effect of
administra-
tion on class
of persons
applying for
relief.

Cause of
increased
out-relief at
Leeds and
classes of
persons
relieved.

circumstances, whilst very many become inmates solely owing to drunkenness and profligacy.

37. The Jews and Irish appear to marry young and have large families and any diminution of the income of the family frequently results in an application for relief.

Effect of
trade
fluctuations
on Leeds
pauperism.

38. Fluctuation in trade does not appear to affect us very materially in Leeds. If it had not been for the great breakdown in the building and allied trades a few years ago the guardians would not have had any material addition to their list of paupers.

Causes of
pauperism at
Leeds.

39. Putting aside the class of able-bodied men, a large number of whom have never adequately maintained themselves but have made shift the best way they could, the principal causes of pauperism are old age and sickness.

40. There is no doubt, however, that drinking and immorality account for a large proportion of the indoor population. The fact that Leeds has always been an outdoor relief union has undoubtedly kept up the proportion of paupers. Many cases apply without real justification.

41. Sheer laziness is another frequent cause, many of the husbands who are alleged to have deserted or neglected their wives being simply too lazy to work, and knowing that their wives and families will be relieved they simply absent themselves, and as the guardians have a great difficulty in obtaining a conviction, unless it can be proved that the man has or can obtain employment, this fact becomes known and the number increases.

42. There are cases where the husband remains outside when his family is admitted, and it being impossible to prove he has means no conviction can be secured. A considerable proportion of those who come to the guardians for assistance are congenitally deficient.

Class of
persons
seeking elec-
tion as
guardians at
Leeds and
influence of
politics on
the elections.

43. The class of persons seeking election as guardians has in my opinion deteriorated during the past ten or twelve years. Some of the guardians are neither by education nor training fitted to deal with and discriminate in the many difficult cases that come before them. Often their position and surroundings prevent their being independent, and they are elected in almost every instance purely as nominees of political parties.

Ability of
guardians to
devote suffi-
cient time to
Poor Law
work.

44. The fact that they are engaged in shops and in businesses requiring their almost constant personal attention also militates against efficient administration; they are unable to give the time necessary for carrying out their duties, more especially for the hearing of applications for relief; the time devoted to this subject is altogether inadequate, and I am afraid many of the guardians do not recognise this work as being undoubtedly the most difficult and responsible task they have to perform. This is shown by their attendance at relief committees.

Attitude of
guardians
towards the
"poor
und" and
its result.

45. They remain for such a short period on the board that they never fully grasp the principles that underlie the relief of pauperism; they appear to regard themselves as being simply the almoners of a public fund for the relief of poverty, and do not possess in many instances the strength of character required to enable them to carry out in the best interests of the public what are often unpleasant duties.

46. The result is a careless granting of relief and consequent heavy expenditure and chronic pauperism on the part of those who by firm treatment might be restored to self-respect and independence.

The ideal
guardians.

47. I regard it as absolutely necessary that boards of guardians should consist of men or women whose education and position in life remove them from close association with the pauper class and its consequent undue influence on their action when acting as they should in a judicial capacity.

Suitability
of present
guardians for
dealing with
children and
indoor poor.

48. It is only fair to state that the present guardians in many directions such as looking after the children and the indoor poor, perform their duties admirably.

Evil effects
of politics on
guardians' elections and
actions.

49. The system of political election is ruinous to efficient administration; whatever a man's qualifications may be, whatever his position may be, he has no chance of being elected unless he comes forward as the candidate of a political party. Some excellent independent candidates have sought election, but have been in nearly every instance rejected. The appointment of officers is often made on political or personal grounds, quite apart from the question of merit on the part of the candidates.

50. Relief is administered in this union by relief committees and not by the full board. There are six relieving officers at present and one general relieving officer who is warrant officer; an assistant relieving officer and boarding-out inspector, and another assistant relieving officer for the removal of lunatics to asylums and paupers to their places of settlement. A collector who is supposed to also act as cross visitor, but whose duties as collector preclude much being done by him in this direction. Another assistant relieving officer acts as cross visitor, but has so frequently to act in the case of absent officers and to take special duties that he is unable to do much cross visiting.

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Relief
arrangements
at Leeds.

Relieving
officers and
cross-visitors,
etc.

Relief
committees.

51. The board is divided into three relief committees, each of which divides into two sub-committees, each sub-committee dealing with one relief district. The quorum is three, but as a matter of practice it is not unusual for two or even a single guardian to sit and administer relief. There is no revision committee, and the board exercises no definite supervision over the relief committees. Special cases may be referred to the board by the committees for decision, but this is rarely done.

52. The guardians do not circulate, but remain on the same committee for the whole twelve months; the result of this arrangement is that there is a great difference in the working of the various relief committees.

53. There are eight outdoor medical officers and there is a central dispensary, from which all medicines are given medical out. There is a pay clerk who pays the greater portion of relief the paupers at the central offices, and the others in pay stations in various parts of the union. He pays in money and in kind at the offices; but in money only at the various pay stations. The relieving officers do not pay any cases. The paupers are paid weekly—except the test men, who are paid daily at the labour yard.

Outdoor
medical

Method of
paying out-
relief
allowances.

54. Medical extras are sparingly given, and intoxicants are seldom if ever ordered. In this direction both indoor and outdoor, I believe Leeds spends less per head than alcohol any other union in the country, and this has been the case for about twenty years.

Medical
extras and
alcohol.

55. The indoor paupers (apart from the sick) are accommodated in the workhouse and in many temporary buildings which are at present being used for this purpose. The guardians are about to accept tenders for very large extensions.

Workhouse
accommoda-
tion.

56. There is a separate infirmary with a resident medical superintendent, two resident assistant medical officers, dispenser, steward, matron, and assistant matron and sixty nurses.

Provision
for indoor
sick and
imbeciles.

57. There are also separate imbecile wards entirely separated from the workhouse and under the management of the medical superintendent of the infirmary and having a special staff.

58. There are large and well fitted vagrant wards with a resident vagrant master and mistress and receiving wards with ample accommodation for all cases.

Vagrant and
receiving
wards.

59. There is a superintendent of test labour but he has no staff beyond a boy.

Superinten-
dent of test
labour.

60. Children are never received into the workhouse, they are sent immediately to the receiving home, and after a fortnight's probation are sent to the central home, where with the exception of the cripples, children of "ins and outs," or defective children, they are transferred to the scattered homes.

Methods of
dealing with
children.

61. The scattered homes are situated in various parts of the union, the houses are rented by the guardians. A matron is placed in charge of each, and eight or twelve children and generally eight or nine are accommodated in each home.

62. The homes are supervised by the superintendent, who has a house within the grounds at the central home. A few children are emigrated, a large number are boarded-out, both within and beyond the union, and a considerable number are accommodated in certified schools in the union.

Insufficient
number of

63. As regards the outdoor staff, I regard it as altogether inadequate; both relieving officers and medical officers have far more cases than they can properly look after, and this tends to a higher rate of pauperism than is in my opinion at all justified.

relieving
officers and
district
medical
officers and
its effect on
pauperism.

64. Generally speaking, I think the present Poor Law is entirely adequate if properly administered to meet all cases of destitution, which are the only cases with which it is framed to deal. The law is sufficiently elastic to meet all legitimate claims upon it.

Adequacy of
Poor Law if
properly
administered.

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Proposal
that guar-
dians should
be elected
for whole
area of union.

Advantages
of *propter hoc*
guardians.

Need for
tripartite
retirement of
guardians.
Further
control by
Local Gov-
ernment
Board.

Co-operation
between
guardians
and charity.

Further
control by
Local
Government
Board.

Cross
visitors.

Compulsory
powers of
detention.

Joint work-
houses for
able-bodied.

Compulsory
powers of
detention.

Need for
better
workhouse
classification.

Harmless
lunatics.

Punishment
of lazy and
"in and out"
paupers.

Proposed
alteration of
law as to
liability for
maintenance.

Proposed
simplification
or abolition
of settlement.

65. There are great difficulties in the efficient administration of Poor Law relief, and it should be as far as possible in the hands of experts or at all events in the hands of competent and judicious representatives of the ratepayers. I know there are difficulties in the way, but I should certainly like, if the present method of election is to be retained, that guardians should represent the whole area of the union and not wards; it is difficult in Leeds in some wards to obtain the services of guardians of a type entirely independent of unfair influence.

67. If guardians could be elected as overseers are, *i.e.*, by being selected and compelled to serve in the office, it would be possible, I believe, to find many competent and energetic men or women to fill the office of guardian.

68. All boards of guardians should retire annually in thirds; there is no continuity of administration otherwise, and new members often decline to be bound by the opinions and actions of their predecessors. The Local Government Board should insist that only competent officials shall be appointed to the principal posts. At present personal interest is frequently the cause of unsuitable persons obtaining such appointments.

69. There should be closer working between the guardians and organisers of private charity. It would be an advantage in many ways if the members of Charity Organisation Societies were allowed to sit at relief committees.

70. The Local Government Board should fix and insist upon a maximum number of cases that any relieving officer or medical officer should deal with. Area and population are altogether unsuitable matters for determining the size of a district. A thorough system of cross visiting should be instituted; the separate working of two officers often results in exposing cases of fraud and deception.

71. Powers should be given to the guardians to remove to and detain in the workhouse all sick or destitute persons unable to properly look after themselves outside, having no friends willing to undertake this duty, and whose surroundings are unhealthy or insanitary. In many cases where out-door medical relief is obtained, it would be much better that the sick person should be admitted to the infirmary.

72. It would be an advantage for large unions to combine and have a separate workhouse for able-bodied male inmates. This class is not now-a-days a large one, but often prevents an effective administration of the workhouse. Feeble-minded girls becoming chargeable should on a certificate by the medical officer approved by a magistrate be detained in the workhouse. The same procedure might apply to persons entering the workhouse owing to venereal disease—in Leeds this is a numerous and troublesome class.

73. Greater attention might be given to classification in workhouses; but the classification should be by behaviour and habits in the house and not by reports as to past life which are often biased.

74. A large number of inmates now treated as sick cases might preferably be treated as infirm which would make a great reduction in the cost of administration.

75. The guardians might deal with many cases of lunatics harmless to themselves and others, who simply require care and supervision in the imbecile wards, and a grant might be made for their maintenance as in the case of lunatics in asylums.

76. It should be less difficult to obtain the conviction and punishment of confirmed lazy paupers, and in and out should be detained for longer periods without requiring a special resolution of the guardians.

77. The law should provide that parents or others should have the right of appealing to justices without coming to the guardians to compel children to support them.

78. Illegitimate children should be liable to maintain their mothers.

79. The law of settlement should be simplified or abolished. Residence should be in the union and twelve months should be sufficient as in cases of irremovability. In all cases of divided parishes settlements should be retained.

80. Many of the above suggestions are simply matters of practice and could readily be applied now if the guardians were willing to adopt them. It would be easy to add to them but I have contented myself with

setting out only those proposed changes that my service in this union has led me to believe to be specially desirable.

39777. (*Chairman.*) You say you have a large Jewish population in Leeds. Is there any special organisation connected with them of a Jewish character?—There is a Jewish Board of Guardians.. The Leeds Jewish Board of Guardians and its work

39778. Do they help you materially?—Not materially; they do the best they can, but their funds are limited and the amount of relief is very small. They help us morally in this way, that we very seldom relieve a Jewish family unless the Jewish Board is doing something in the first instance.

39779. In consequence, do you find there is rather an attempt on the part of the Jewish population to get orders of some kind from your Board in order that they may be supplemented by assistance from the Jewish Board of Guardians?—No, I do not think so.

39780. Your statement up to paragraph 48 deals largely with out-door relief and the difficulties of it; you then go on to say that the boards of guardians perform their duties admirably with regard to looking after the children and the in-door poor. I assume from that, that you rather discriminate between work connected with out door relief and the other work of the guardians?—I do. Distinction between qualities required for administration of in-door and of outdoor relief.

39781. I assume you would contend that the work in dealing with out-door relief is of a judicial character?—That is so.

39782. And many of the questions are very difficult?—They are very difficult.

39783. It is impossible for persons adequately to discharge those duties who either have not a judicial temperament or are not prepared to give up a very great deal of time?—That is so.

39784. I rather gather from your statement that the result of the system of appointing gentlemen who perhaps have not that previous training and are not able to give the great amount of time it requires to thoroughly investigate these cases is that there is a tendency rather to give relief without full investigation and that a good deal of the relief in consequence is, in your judgment, inadequate?—That is so. Evil effects of inefficient and insufficient relieving officers.

39785. I suppose you would say the two matters go together, insufficient investigation results rather in the relief being widespread and inadequate?—I think there is no doubt about it that relief is very often given in small quantities because the guardians feel that the case is not altogether a good or proper one.

39786. It is a sort of conscience salve?—That is so, exactly.

39787. Have you ever thought how you could improve the manner of investigating these cases?—In the first place the staff of relieving officers is very much too small; and with the number of cases the situation reacts upon itself; for the number of cases we have, our staff is too small to properly investigate them, and, as a result of the lack of proper investigation, the cases not only remain but increase. I certainly think with a proper staff, a superintendent relieving officer and a sufficient number of relieving officers, our relief would go down very materially, even under the present conditions so far as the *personnel* of the board is concerned.

39788. The policy of the board has been rather to relax the workhouse test, has it not?—Yes. Effect of lax administration on pauperism.

39789. The result has been shown by an immediate rise?—Undoubtedly.

39790. You do not seem to think that the fluctuations in trade very materially affect the relief?—In Leeds, very little indeed, until three or four years ago when the building trade was very bad, but in former times of distress in various parts of the country, we have been asked by the Local Government Board to send them returns of the increase in relief, but in Leeds it has been practically *nil*; the varied number of trades in Leeds is, I think, one of the reasons for that. Effect of trade fluctuations on Leeds pauperism.

39791. In your experience comparatively a very small proportion of paupers are skilled working-men?—Very few. That again I might qualify by saying that two or three years ago we had more applications from that class than we had had for very many years. Three or four years ago when the building trade was bad we did get applications from skilled artisans. Paucity of skilled workmen and paupers. Effect on pauperism of dullness in building trade.

39792. Connected with the building trade?—Yes; not a very great number, but greater than obtained previously.

39793. I suppose the building trade is really a seasonal difficulty?—Not entirely that, Leeds had been very much overbuilt, and when trade was bad three or four years ago the building trade seemed to feel it more acutely than it had before.

39794. Leeds is spreading very fast?—Yes, it had been spreading, as far as building is concerned, too fast, it had been spreading in excess of its population.

suggested
abolition of
ward areas
or guardians'
elections.

39795. Admitting as I think we may do (or at least as I do) the validity of a good many of your objections to the present system, can you make any suggestions other than that your relieving staff should be increased? I think you suggest that the elections should be over the whole union area?—There are difficulties of course, in the actual election, but as far as the principle is concerned I am satisfied that we should get then a very much better class of guardian.

39796. That is to say you would have a ticket which so many people would stand for?—I would have them stand for the entire number of seats on the lines of the old School Board Elections. The School Board of Leeds obtained a better class of representative than the guardians did I think solely for that reason, I do not think it was that the work was more attractive, but the political action had not such a strong edge when spread over the whole area as it has in a ward election.

39797. The objection to that is that the person is one of a ticket?—Yes, but to stand any real chance of election then a candidate must be fairly well-known all over the area.

39798. Did you not find that politics entered as much into the School Board elections?—They did not with us; I can only speak, of course, of my own impression.

The influence
of politics on
guardians'
elections.

39799. I suppose politics enter into the election of the board of guardians in this sense that the political organisations are the only organisations?—That is so.

39800. So that a man must associate himself with one at the first in order to get in?—Yes.

39801. It is very rarely that a man gets in independently?—Independently I do not think a man would get in.

39802. If he did not belong to one of the recognised parties he would probably be a Labour candidate?—In all probability. An exception should be made in that answer with regard to two Roman Catholic Priests; they are elected simply as representing their creed.

Want of
proper re-
vision of
relief com-
mittee's de-
cisions and
need for
uniformity as
to out relief.

39803. I think you also point out that there is no revision or insufficient revision of the work of Relief Committees?—A Relief Committee simply consists of two, and sometimes even one guardian, a single guardian frequently in my union sits to administer relief the whole afternoon without a single colleague to assist him. Although a legal quorum of three is required by our regulations.

39804. What you want I suppose is first to have the principle of out-relief laid down and then more or less uniformly applied by all your Committees?—That is so.

39805. I think one of the witnesses suggested that you should have a sort of stipendiary to go round?—That is not my suggestion.

Proposed
method of
securing
uniformity
as to out-
relief at
Leeds.

39806. How would you secure uniformity?—I think by the system which obtains in Bradford; if I had a sufficient number, the members of the Relief Committee should circulate. With my present Board the Committees are elected annually as all other Committees are, and speaking from the experience of the last three years a guardian will prefer to remain in one particular district, very frequently the district he belongs to, which is very objectionable.

39807. That is because direct pressure may be brought to bear upon him?—Undoubtedly. In one or two cases that obtains very strongly indeed in Leeds, in one ward in particular.

Effect of ex-
perience in
modifying
views of
newly elected
guardians.

39808. There seems the objection to the present system that if a man or a number of men make promises about giving out-door relief, when they get returned they are asked to make those promises good?—I do not think they promise exactly that; indirectly they do so, I think as far as their promise goes as a rule it is that they will

not be parties to forcing deserving cases into the work-house. I think that is the phrase, but it amounts to the same thing. I think generally on that point it is want of Poor Law education on the part of the guardians; the difference in actions and words after three years sitting and in the first six months of their service is very astonishing.

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39809. Do you make any suggestions with regard to Unrepresentative the system of election which you would prefer?—I did not make one or two suggestions, but I do not know that I can evolve an ideal system. The boards we get now are not properly representative; with the exception of two or three professional men they are very largely of one class, the small shopkeeper or tradesman, who is not as a rule an ideal representative.

39810. They again in certain districts are subject to pressure, are they not?—That is so, undoubtedly.

39811. You say the administration of the Poor Law Need for should, as far as possible, be in the hands of experts; "expert" by that you do not mean salaried persons, but persons who have given real study to the matter, do you not?—Undoubtedly; or who, by their own standing in life, have been accustomed to deal judicially with matters.

39812. I see you would like to have, with regard to Need for out-relief, closer connection than at present exists between organised charity and out-relief?—Yes, although we have only had a few cases with the Charity Organisation Society since its new secretary came it has already done better; they have taken one or two cases from us that ought to be off our books. On the other hand, we find that cases have applied to them for assistance which have been on our books for relief.

39813. It has been suggested that it would be of advantage if there were a kind of statutory committee of charity connected with the out-relief?—I have not thought of that specially, but at first sight it seems to be a good thing.

39814. The separate spheres of the work between the two is quite sufficiently defined?—I think so.

39815. As regards the scope of a relieving officer's work, you think area and population are not altogether conclusive factors for determining the size of a district?—Not invariably; in my own union I could find you a population that is above the Local Government Board's scale that would not contain a single pauper.

39816. How would you give effect to your ideal; you would say that no relieving officer must deal with more than a certain number of cases?—That is so. That, again, would require revision soon, because if you had a sufficient staff the cases would go down so rapidly that you would be frequently altering the districts; I think that would be rather an advantage than otherwise.

39817. Would your plan be that if the number of cases in a district rose beyond a certain amount the relieving officer there should have an assistant?—Undoubtedly.

39818. (Mr. Bentham.) Have you not a general relieving officer for that purpose?—He is practically a warrant officer. Our general relieving officer we did not reappoint because his duties were confined almost entirely to prosecutions; he never really acted as a general relieving officer, although he was so appointed by the Local Government Board.

39819. Was not that the object of his appointment when he was originally appointed?—No, I think the appointment was in view of there being a superintendent relieving officer appointed at a later date.

39820. (Chairman.) You have a strong opinion with regard to increasing or giving the power of detention with regard to certain classes, such as feeble-minded cases, lock hospital cases, and so on?—Yes, very strong.

39821. Apparently that view as regards the latter class of case, if I can judge from the evidence, strongly prevails in Leeds?—That is so. Dr. Allan has some very interesting statistics on that matter, so I did not prepare any figures with regard to it.

39822. You think that the law of settlement might even be abolished?—I think so; the larger towns would suffer to some extent, but I think the disadvantages of settlement are greater than its advantages. We remove every case we can, but I often find cases which personally I should prefer to allow to remain where they are.

Proposed
compulsory
detention of
feeble-
minded and
lock cases.

Advantages
of abolishing
settlement
and of giving
Local
Government
Board further
powers of
settling
disputes.

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Advantages
of abolishing
settlement
and of giving
Local
Government
Board further
powers of
settling
disputes.

Need for co-
operation
between
endowed
charities and
guardians.

Instances of
the need.

Evils of
labour test
relief.

39823. You have no arrangement with the adjoining unions?—We had at one time with Hunslet that there should be no settlement removals between us except with regard to lunatics, but that dropped.

39824. Do you know why it dropped?—I do not know. I think the arrangement was originally made on account of the difficulties of the two then clerks, that does not apply to myself and my colleague at Hunslet. In an area like Leeds where there are four unions, it does seem to revive the old conditions of parish settlements; there is a good deal of exchange between us which might be well set aside.

39825. The cost is not the least of the drawbacks and evils arising from the law of settlement; there is also the time taken?—The time taken is very material, the cost is not very large. In ten years we have only had one case in the courts; that was not a case with which we were really concerned. We had a person who belonged to either A or B and we had to decide which was to take it; it was a case of a wandering lunatic who was with us one day. That is the only case we have taken to the courts.

39826. Have you thought of the advisability of giving the Local Government Board certain powers of adjudication in these circumstances?—Certainly.

39827. You would agree with that?—Most undoubtedly. I think every possible provision should be made rather than fight the cause out in the courts, which is only done at a very heavy expenditure, and then only to be reversed later by another decision.

39828. You have a considerable Irish population?—Very considerable.

39829. Is there any difficulty with regard to their settlement?—No, they are Irish but they have been in England a good many years and most of them have gained settlements here. We do not remove a large number to Ireland nor to Scotland.

39830. (Mr. Patten-MacDougall.) Have you many charitable endowed funds for the benefit of the poor in Leeds?—There is a number.

39831. Do the administrators of these funds co-operate with the boards of guardians at all?—Not at all.

39832. So that the relief that they distribute is not relief that is known to the board of guardians at all?—No.

39833. Do you not think it would be very advisable it should be?—Undoubtedly I do. I think the board of guardians for many years has worked very much upon its own lines without working in combination with other bodies. I think with advantage they might work in combination. I might give you a case which came before the Charity Organisation Society. They supplied half the cost of a wooden limb, an artificial limb for a man, and asked the guardians to provide the other. The guardians did so, and it was afterwards found that the man had collected the cost of his limb from his last employer and was getting it a second time from the public. We have heard from the Charity Organisation Society that they have been relieving a case and we have been relieving it at the same time. With their new secretary I think we shall work better. I have obtained the consent of the relief committees of my board that he shall, when he can, sit with them. That has already had its advantages.

39834. I rather understood the difficulty lay with the board of guardians?—I do not think they have ever raised any definite objection, but there has been no approach on either side; we have worked on independent lines.

39835. In paragraph 28 of your Statement you comment upon a condition of things which seems very odd, where able-bodied men with families are given out-relief and put to work inside the house?—In the test yard within the grounds.

39836. Where they get money and are paid each afternoon. I think?—Yes, at five o'clock.

39837. And they also get food to take home, tea and sugar, and I understand from you that in many cases this food, the sugar and all the rest of it, is sold outside?—The bread chiefly.

39838. Almost before they leave the gate of the labour yard. Has that condition of things been under the notice of the board of guardians?—Yes. Might I point out how that arose. The test men were required to come down to our Poor Law office every day to be paid their relief. The guardians stopped that because the men would come and take the money and bring their young children to carry home the bread; they would not carry it home themselves. The guardians put up a notice that the relief would not be given to children, the men themselves must take it. The only result of that was the men kept the children outside and then took it out and handed it over to them in the street. In order to obviate that we decided that the relief should be paid at the workhouse, thinking the men would not bring the children out there because the workhouse was two miles away, but some of them did and some of them did not. It soon spread that the bread was actually being sold, some of the guardians did not believe it, but one of the guardians—or to speak more strictly, one of the guardians' wives—went and purchased some of the bread at the gate of the workhouse from a test man. As the bread is given to them at cost price—we make no profit on it—they are very large loaves, and it is very cheap bread, they have a ready sale.

39839. I think sometimes these test men have been known to purchase, with the money they got for the bread, drink and cigarettes?—Reports have been made to the board that that has been done.

39840. Has the board not now taken the question into serious consideration?—Only in this direction, that where a complaint against a man has been made and is verified, his relief is stopped. The guardians have tried every means to obviate the difficulty and it is very hard to find any remedy so long as relief out of the workhouse is given in that way. When we forbade the children to come for the bread it was only a question of the children being kept waiting in the street, which was worse in the inclement weather; it did not stop the difficulty that the men would not carry home two or three big loaves of bread.

39841. Out-relief is still given?—Yes, in very much smaller quantities, but the men are not a very good class. Two-thirds of them should not have out-relief at all in any shape or form, that is fairly well known to my guardians. It is the ever-present difficulty of sympathy for the wife and children. There would be very little hesitation, even with my guardians, in striking those off the books if it was not for the sake of the wife.

39842. As I understand, very little reaches the wife and family?—In my opinion very little does in some cases.

39843. Is there any thorough investigation with regard to the wives and families by the relieving officers?—They visit, but there is the difficulty that they have so many cases that they cannot visit them all properly.

39844. You have not sufficient relieving officers?—We have not. We are asking the Local Government Board to increase the number of their districts by one, but it would be better if it were three, at all events for a time. I think after a time the number could be reduced. It is because of the paucity of officers that the figures are so high. In the matter of cross-visiting I have been able to do something in this direction. I have not been able to do enough because my two assistants cannot devote much time to that question. I should say that 10 per cent. at least of those visited have been struck off, which were cases where there was no real claim for relief at all. If that were carried further a large number of our present cases would come off.

39845. In your test yard you have stick-splitting and firewood chopping?—Only for the weaker men.

39846. Have you any statistics with regard to that; is there any profit made?—There is a pseudo-profit made. If you estimated the cost of the labour there would be none; there is a very little profit made because the cost of the wood is so high. We make very little profit on the wood, not more than to cover the cost of the wood and the repair of the tools; we do not allow anything for the labour.

39847. Is there much difference between the cost of the wood and what you get for it when it is chopped?—Very little, and, having regard to the price we have been paying for wood lately, I am afraid it will be the other way and we shall have to sustain a loss unless we increase the price.

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39848. (*Mrs. Bosanquet.*) Are there any members on your board whose relatives have been appointed officers?—Two or three.

39849. Can you give us any particulars of that?—I can give you one. The one I am speaking of is one of the workhouse indoor officers. He is the son of one of my guardians, and, though canvassing is always prohibited, this particular guardian canvassed for his appointment at the time with the result, in my opinion, that the best candidate was not appointed. The other had had experience and this man had had none.

39850. Are there any other cases?—Yes, there is one quite recently of a vaccination officer; in his case not so much is to be said, because I think really he was equal to any candidate who applied.

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39851. Can you give us any detailed information bearing on the question of guardians giving relief in their own wards and pressing for it?—Detailed in what way?

39852. Can you give us any figures as to the way in which they influence the giving of relief?—I had better take one ward, it is the worst in my union. There are usually three guardians sitting to administer relief in that section; one guardian comes from the opposite end of the town and I believe acts impartially; the second guardian is a Roman Catholic priest who does not very frequently attend, but attends as frequently as it is possible for him to do; and the other is a small shop-keeper in the district, a man who I believe pays something like 6s. a week for his house and shop. He is a small tailor. It is very difficult indeed to find a candidate in that ward who is free from improper pressure, because there is nobody but small shopkeepers or labourers living in the ward, and one guardian has admitted to me that he cannot take a perfectly impartial view of all the cases, because, if so, he could not continue to live in his ward. That particular guardian has been, on more than one occasion, the cause of cases being reinstated upon the books that have been struck off by the Board for misrepresentation or some other reason.

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39853. (*Mr. Gardiner.*) With regard to paragraph 44 of your statement, do you find that many owners of cottage property seek election?—I do not think so. I can only call one to mind, although there are one or two builders in addition. You could hardly call them cottage-property owners.

39854. It is suggested that an additional column ought to be provided in which the applicant for relief should give the name of his landlord?—I do not think that that would be much good.

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39855. Can you give us an idea what is the maximum number of cases which a relieving officer could deal with?—Personally I should think with regard to relief cases 200 would be quite sufficient for any relieving officer to look after properly. I would rather bring it lower than that, only I do not want to go to extremes.

39856. A 200 average?—Yes.

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39857. Have you any suggestion to make with regard to the enlargement of the present union?—I do not think so, I think it is large enough. There are three other unions in the city. We might, with regard to the treatment of certain cases, combine. I fancy if a union gets too large it gets unwieldy, unless there is a different type of guardian. I have thirty-two guardians and sometimes I cannot find a quorum for all my Relief Committees.

39858. Why should not the same area be used as for the Corporation?—It would be a very large area, one of the largest in the country, it would have a population approaching half a million and, unless there is a material alteration in the present law, it would not be possible to carry it out with the present Board of Guardians.

39859. Supposing there were some sort of alteration of that kind, do you think a large area would make for better administration?—I cannot speak from experience. A large area is better than a small one up to a certain limit.

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39860. Have you anything to tell us with regard to the training of relieving officers?—They have no preliminary training, they come to us from outside without any training of any description.

39861. Do you think they ought to be trained?—I do, undoubtedly.

39862. Would you like to see a kind of branch of the civil service for relieving officers?—I think the principal officers of the Poor Law should be a branch of the civil service.

39863. You would include among them relieving officers?—Undoubtedly.

39864. Could you elaborate at all how that civil service should be developed?—I have not given much thought to the subject. I see the necessity every day. A relieving officer comes to me and becomes an invaluable officer after two or three years, but unfortunately during that three years the things go the wrong way. Our superintendent of test men is a good man for that post; he was a warrant officer having a pension; he was appointed temporary relieving officer because my officer was practically dying for some months, suffering from paralysis. In that time the relief went up very materially, although his district was watched as much as it could be; but he had so much work that the increase in the number of cases was very marked.

39865. You have nothing further to tell us about the out-relief of the able-bodied in addition to what you tell us in your statement?—I can only say in Leeds we have a very undesirable class which has been given out-door relief.

39866. Although you insist upon a man coming into the house as a test of destitution or poverty?—I do not like to go to extremes; there are cases where I think the present arrangement is beneficial, but there is a very small number. It is the old disadvantage of taking exceptions too strongly as against a good general rule.

39867. I think you heard the questions put to Miss Baines about widows and their children and the relief given so them. Have you anything to add to that?—Too small relief is given; I think that is undoubtedly so.

39868. You would like to give a sufficiently large amount, say in the case of a widow with four children?—I would Taking it as it is given I think there is too great a discrepancy between what is given in boarded-out cases and to them. And, not only is that the case with widows, but children boarded-out within the union. With us the child is often allowed to live with a relative, an aunt or a grandmother; although they are not able to do much for them, we find there is an amount of affection which is a valuable asset, but the amount paid for that class of child is much less than a child boarded-out beyond the union. Of course, there will always be a certain amount of expense to provide a suitable foster parent, but still there is too great a difference; we are often content to pay 2s. or 2s. 6d. for a child within the union and to pay 4s. or 5s. with extras beyond the union, and with a widow with children 1s. 6d. is often not enough. Of course the widows have earnings, but they are very little very frequently.

39869. (*Mr. Phelps.*) I see that the out-door relief is paid almost entirely from your office?—Yes, our pay-stations. I have a pay clerk and the pay clerk goes to the various centres of the town to pay the relief.

39870. Does that give you any insight into the relief?—No, I do not think it does. The pay clerk pays simply as a clerk would do.

39871. The pay clerk is not a revision officer, so to speak?—Not at all.

39872. Do you think it is a good thing for the relieving officers not to pay their cases?—Really, I have had no experience of the contrary system, but I think our present system is not the best in some respects. I think if the officer had to pay he would often visit the homes at such times when he might discover things and exercise supervision over the relief. The pay clerk does not do that; he is simply a clerk accounting for so much money and goods.

39873. You draw a distinction between relieving officers paying in the homes and at the pay-stations?—The relieving officer does not pay at the pay-stations, he has nothing to do with money in any shape or form.

39874. Have you any opinion about the desirability of pay-stations?—The feeling of the guardians is rather to increase pay-stations for the convenience of the poor; some we have, have been brought into existence in the last three or four years.

Mr. J. H. Ford.

11 Feb. 1907.

Proposal that principal Poor Law officers should be civil servants.

Lax out-relief at Leeds.

Inadequate relief to widows and children.

Method of paying out-relief at Leeds.

Establishment of pay-stations and reasons therefor.

Mr. J. H. Ford. 39875. That is as against visiting them in their homes ? —Yes.

11 Feb. 1907. 39876. I should have thought the convenience of the poor would have been the other way ?—When I said the convenience of the poor as being one of the reasons for starting more pay-stations, I was only differentiating between that and the paying at the central offices, which are a considerable distance from the outlying parts of the union.

The influence of politics on guardians' elections and question of best method of obtaining guardians.

39877. In Paragraph 67 you say : "If the guardians could be elected as overseers are, that is, by being selected and compelled to serve in the office"—who selects the overseers ?—The vestry and the justices I believe, or they did. I am afraid I have not very much knowledge as to their appointment. The vestries used to. What I mean by that is this : I might give a case in point, in which one of the most prominent medical men in Leeds came to see me some time ago, with regard to Poor Law relief ; he was much interested in the subject, he was a very busy man, a specialist, and he said as years went on if he found he could relinquish part of his practice he would like a seat upon the board of guardians. He asked my opinion as to what was the best method of becoming one, and I asked him at once, was he prepared to stand on any political lines. He said if he stood he would stand as an independent. I said : I can only tell you from my own experience that all the Independents I have ever known put up have been left most ingloriously at the bottom of the sheet on the occasion of the polls.

39878. You would like some Independents on your board ?—They are not properly represented at present.

39879. In whose hands would you place the selection ? —I could not say. I would like to see different classes sitting on the board, not of any particular position or calling. I would like to see the board representative of all classes, but at present it is not.

39880. You think a method of selection and election would be the best ?—Yes, I think that would form the best board.

Objections to transfer of guardians' duties to the city council.

39881. Have you considered the proposal to entrust the poor relief to the city council ?—I should not like to see it in Leeds.

39882. On what ground ?—I do not think that there would be the slightest improvement. The main objections I have urged against the method of election for the board of guardians, obtains against the city council. If the city councillors administered relief, I hope the Local Government Board's supervision would be retained, otherwise it would be an additional expense. If it were likely that the city council were to do the work at present carried out by the board of guardians, I hope the Local Government Board's powers of supervision and audit would also be imposed.

39883. Is the work of the city council much more highly estimated than the work of the board of guardians at Leeds ?—It is more highly estimated.

39884. Can you say why ?—I do not know, it has always been a puzzle to me.

Proposal that illegitimate children should be liable to maintain their mothers.

39885. In Paragraph 78 you say illegitimate children should be liable to maintain their mothers. On what ground do you put that ?—I think as a fact if the mother has brought up an illegitimate child in its younger years with the same care that the mother of a legitimate child has done, I do not see why the child should not be compelled to maintain its mother in later years. I do not see any reason for the difference.

39886. Illegitimate children suffer from great disabilities, do they not ?—They do undoubtedly.

39887. Is it not fair there should be some compensation ?—That is, I think, a punishment perhaps on the mother.

39888. I am not thinking of punishing the mother so much as relief to the child ?—That is the way I regard it.

The abolition of settlement and question as to its effect. 39889. If you put them under certain disabilities, is it not fair to give them some compensation ?—My view was with regard to the ratepayers, so that they should not suffer.

39890. You think your views with regard to the law of settlement are commonly held by clerks ?—By a very large number, I think.

39891. Do you think the locality makes a difference ? The abolition of settlement and question as to its effect. —It does undoubtedly. The argument has been used that large towns would suffer. We should suffer undoubtedly ; Leeds is a Mecca of labour, we get people from all parts of the country, but as we have the advantage of the labour of those men when fit and strong, I think we could justly undertake the support of them when they are old and unable to work.

39892. Do you remove many to Ireland ?—No.

39893. Or to Scotland ?—Not six a year.

39894. You think twelve months should be enough to give a status ?—Yes, that would prevent actual vagrancy, in the sense, that is to say, of the people who come to a place for a little while and then ask for relief ; therefore I would keep the twelve months.

39895. You think that would entail much more uniformity of administration in workhouses ?—It is obviously essential otherwise I should not make the recommendation ; it would alter the way things are worked in some unions, otherwise undoubtedly those unions would suffer by people going to them. We find that ourselves with regard to the confinement of girls ; it is a regular thing for girls to come to Leeds for their confinements from considerable distances round, because of the kindness of the treatment in the infirmary. In the question of the settlement of those cases, there is very great difficulty because the mother has often discharged herself before the other union has had time to make investigation with regard to the settlement.

39896. Have you any idea what proportion of your chargeable cases become chargeable on a status of irremovability compared with settlement ?—A small proportion only on account of irremovability.

39897. And the cases which come before you as doubtful cases ?—I should think they are evenly divided. I really have not the figures in my mind. I should not like to be tied to anything definite.

39898. (Miss Hill.) The position of the foster-mother in the scattered homes is one of great responsibility ?—Undoubtedly. Responsibilities and tenure of foster mothers in scattered homes.

39899. And requires very various capacities ?—Yes. 39900. Are they irremovable without reference to the Local Government Board like other officers ?—No, they can be removed.

39901. So it would be possible for a committee, or whoever appoints them, to make a change if they should find it necessary ?—The board of guardians, it is not in the hands of a committee.

39902. And they are free to discharge the foster parents ? —Yes.

39903. (Mr. Bentham.) With regard to the treatment of phthisis, has any special provision been made by the guardians in Leeds ?—No, it has not, beyond the provision that you have already heard of what we pay for two beds We give a subscription that gives us the right to two beds in the Gateforth Sanatorium. Provision by Leeds guardians for phthisis cases.

39904. Since you have paid that subscription has it involved a closer examination of the inmates of the workhouse with the object of discovering whether they suffer from phthisis ?—We do not send the inmates of the workhouse there, they are simply cases from out-relief, we have sent none of the indoor cases. The only difference we make with regard to indoor phthisical cases is to put them together as one class and treat them apart from the other patients.

39905. Is there voluntary notification of phthisis in Leeds ?—No. Absence of co-operation between guardians and sanitarian authority as to phthisis.

39906. Has the health authority ever brought any case under your notice that would be best removed into the workhouse ?—They may have in one or two solitary instances.

39907. There has been no attempt at co-operation between the guardians and the health authority, with a view to stamping out phthisis ?—No.

39908. And there is no sign of any co-operation ?—None.

39909. With regard to the outdoor relief, the numbers are higher than the average of the West Riding, I think ? —Yes, higher than the average.

39910. Taking outdoor and in, it is higher than the average excluding vagrancy and the lunatics in asylums ? —Yes.

Causes of increased pauperism at Leeds and proposed remedies herefor.

39911. To what do you attribute that increase after your statement that there is a great diversity of trade in Leeds and not much fluctuation in employment?—Simply to administration, and the easy granting of out-relief.

39912. You attribute it all to the administration?—I do; that has been clearly evidenced by the fact that once or twice my Board has made up its mind on certain things, say, for instance, with regard to able-bodied men, to strike off all single able-bodied men from out-relief test work. I believe one did come to the workhouse, the others remained outside and maintained themselves. Quite recently as the result of a report by the superintendent of test labour, eleven men were struck off the list on account of their bad character and refusal to work; there were eleven wives, and forty-nine children; the earnings the last week they worked were £3 ls. 2d., not a single one of those men has been admitted to the workhouse or applied.

39913. Is it not your opinion that if you had a superintendent relieving officer, smaller relieving officer's districts, and better cross-visiting of cases, you would materially reduce the number of cases?—I am sure of it.

39914. Without hardship?—I am sure of it. I do not think we should ever go to the extent of hardship. Leeds has always been an out-relief union; I have not very strong views on that subject, but I do think if all the undesirable cases were struck off our list we could much better relieve those who are apparently proper cases.

39915. That is if those whom you consider to be undeserving of outdoor relief were offered the house, you would reduce the number materially?—Yes, and I think my guardians would not try to cut down the individual amount so much, they are often led to keep the amount down on account of the addition to the rates.

Proposed scheme for reforming out-relief at Leeds.

39916. Has any serious attempt been made at reforming your administration of out-relief on the lines you have indicated?—I am sorry to say a scheme was drawn up and then dropped; or partially adopted by the appointment of cross-visitors.

39917. Was it dropped on account of the expense?—No, it was a question of opinion. It was left in the hands of a committee who were supposed to be experts, the committee were divided in opinion, the strong minds were against it unfortunately, instead of being for it.

39918. What was the number on the committee?—Five.

39919. Did they pay visits to other places?—Yes, they went to Liverpool, Manchester, Birmingham, and two or three of the prominent London Unions. In every instance but one they were assured that the principle of a superintendent relieving officer was a sound and good one, but there was one exception to that.

39920. Still they did not report in favour of a superintendent relieving officer?—No. Two members of the committee, the minority, ruled the committee.

Suggested abolition of ward areas for guardians' elections.

39921. In order to get a better class of guardian which you very much desire, would it tend in that direction if your area happened to be all one and you had larger wards for election purposes?—Yes.

39922. Do you not think you would get a better class of guardian?—I think so. The reason I suggested the whole area was to do away with the ward representation; there are wards where you can only get guardians of a certain type, and that is not the best type, not a reasonable type even.

39923. Did you mean a large area for electoral purposes rather than for the union?—Yes, for electoral purposes.

39924. When you are speaking of a larger area you mean a larger electoral area as it were for the guardians within the union?—That is so, to do away with the small petty representation, because the ward representation with my board does obtain very strongly, guardians repeatedly mention the fact that they are looking after the interests of the particular district they represent, instead of being representative of the whole area of the union.

39925. There would be another difficulty would there not, that it would become more and more imperative that they should run on political lines, because it is more difficult for an independent person to run in a large area than a small one?—You have perhaps had more experience, but that is hardly what I thought. Take the

School Board in Leeds; there was a division that you found in a sense thoroughly upheld, but I think it was really Church and Nonconformist; there politics were not so strong.

39926. It was a very clean line?—Yes, and there will always be a division between the opposite sets of thought whatever is the line, whether you take capital and labour or anything else.

39927. Do you think that Leeds taken as a whole, that is if the Leeds County Borough was taken as the area for Poor Law purposes, would be too large to administer, provided that for Poor Law purposes it was properly divided up into districts? So far as institutions are concerned would it be too large?—No, the out-relief was the difficulty I was thinking of. I am speaking entirely from theory; I do not think possibly the same objection would arise with regard to the supervision of indoor institutions. I was thinking of my own position. I attend the relief committees; it is now on account of their meetings at the same time impossible for me to attend all of them. I think the clerk should attend them, but if you were to add to that double the number, it would be absolutely impossible, not difficult.

39928. If the relieving officers were specially relegated to a special department with a suitable head for dealing with outdoor relief, it would not necessarily devolve on you?—If it had a properly trained superintendent I should rely on him; I should keep a check on him as on any other officer, but leave the special work of out-relief to him and make him responsible for it.

39929. From that point of view it would reduce the difficulty?—It would reduce it very greatly indeed.

39930. In Paragraph 76 of your statement you refer to the difficulty of getting convictions. Have you had experience in that respect?—Very considerable. I may say that is evidenced by the fact that Mr. Bageral, the inspector, has written a letter to my board on the question. He has recognised the fact from an entirely independent enquiry made by himself when he was visiting my union for seven or eight days in succession. It is a very great difficulty to obtain a conviction. In fact prosecution under the Vagrancy Act for desertion is very difficult unless there is a clear running away, and the man has expressed the intention before he went away that he would go away.

39931. Still you do get convictions?—Yes.

39932. (*Miss Hill.*) Is it the fact that the stipendiary is unwilling to convict?—Would you like me to give you a case in point with regard to neglect? I had a man who was given an order for the house for his wife and family. He gave the order to the wife and she was admitted, properly she should not be admitted without the husband; but you know in practical administration you are bound to take them in. The man was approached to see whether he was going to maintain his wife or to show his destitution by going into the workhouse. He declined to do either. He was working for a relative who kept a lodging-house, and he was acting as deputy. The guardians prosecuted him; he came before the stipendiary, and the stipendiary asked him what he was doing. He said: "I am working for my brother-in-law." "Does not he give you money?" "No, nothing; he gives me a little food." "Cannot you maintain your wife and children?" "No." The stipendiary asked my officer, "What do the guardians want? The man cannot maintain himself." The officer said he might go into the workhouse, as that would be some proof that he was unable to maintain himself and his family. He would not do that, and the stipendiary refused to convict. That is a typical case.

39933. (*Mr. Bentham.*) The action of the stipendiary makes it difficult for the guardians to deal with this sort of case?—Very difficult. Unless the man runs away or announces his intention of deserting his family beforehand, or it can be clearly proved that he can obtain work, it is difficult to obtain a conviction.

39934. Supposing he went away stating he was going to seek work, what would the stipendiary say then?—I should never apply for a warrant if a man had gone to seek work unless I had evidence that the man was not trying to maintain his family and had got work. I should not go on the mere fact of his absence.

39935. With regard to the children's homes, to what do you attribute the great cost of the homes, that is, the

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Question as to practicality of enlarging Poor Law area.

Difficulty in obtaining convictions for wife desertion.

Instance of the difficulty.

Difficulty in obtaining convictions for wife desertion.

Question as to cost of children's homes.

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Question as
to cost of
children's
homes.

total cost including fixed charges, it is rather high for the scattered home system, is it not?—I do not think it is.

39936. It is higher than Sheffield, is it not?—I do not know what their figures are. The last time I noticed them we were much on the same lines. The only question is, do they put everything in establishment charges that we do? I put in a proportion of the clerks in the office and stationery and things of that kind so as to make it cover everything. Do they do the same?

39937. In getting out the cost per head, do you take the number provided for or the average day's maintenance of the children?—I take the number of children and the actual cost of the homes for the year.

39938. And then average that out?—Yes.

39939. With regard to the fixed charges, did you calculate it per bed or on the average number of children?—I took the whole of the rent and rates and the number of children accommodated each day and divided it out in that way by the collective number of days.

39940. That is not the usual way?—It would give the actual cost per bed, supposing all the beds were filled.

39941. You took it on that supposition?—I should say that our homes as a rule are not only filled, but occasionally we have to put an extra child in if we can do so.

39942. Is there not a danger of being misled in getting out figures and comparing them. If you take the fixed figure of accommodation it would naturally come out lower than if you took it on the average of the children in the homes?—This was done some little time ago. The actual workings were done by my clerk. I would like to be quite certain; I think it was as I said, but I will correct that if I am not right.

Proposal to
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agencies lists
of persons
receiving
relief.

39943. (Mr. Nunn.) You were speaking of overlapping just now. Has it occurred to you that the guardians might set an example to other agencies by issuing lists of the relief which they grant?—I should be very glad if they would. Years ago we used to publish a list giving all the particulars, it gave the name of every pauper in receipt of relief. The last part was the reason of its being discontinued. One or two of the guardians said it was a great shame that the names should be bandied about all over the city. They not only stopped that but the other part also.

39944. It might be circulated confidentially?—I think there is no objection to that, and I think it would be good if it were done.

39945. It might be adopted by the other agencies?—Yes.

39946. (Chairman.) The objection was to including medical relief, was it not?—It was published in the shape of a book; it was not in any way private.

39947. It included medical relief?—Medical relief and outdoor relief, everything, indoor relief as well.

39948. (Mr. Russell Wakefield.) Did it include applicants for relief?—All relief granted.

39949. (Chairman.) Was the main objection that it included medical relief?—No, it was the publication of the names.

39950. (Mr. Booth.) Was the kind of relief specified opposite the names?—Yes. In fact they were grouped; outdoor relief, No. 1 district, so and so, and Nos. 2, 3, and 4, indoor, sick and medical.

39951. (Mr. Russell Wakefield.) I rather understood it was including the names of those who applied and did not receive?—No, they were not included.

39952. I thought you said all applicants?—Only those who were actually in receipt of relief. It was practically a publication of the list and was sent across to the overseers with regard to the register.

39953. (Mr. Nunn.) You know there is a special Order in London permitting the London Unions to do that and spend money upon them?—I think that is so.

39954. I believe there is no difficulty?—We did it, and our right to do it was never questioned. We did it for some three, four or perhaps five years.

39955. Was it taken up at all by any of the other agencies?—I do not think so. The Charity Organisation Society in those days, twenty years ago, was not very well organised. I think at present there is every likelihood that with that body we shall work in harmony. I

think my board would only too gladly take up work with the other bodies in the City, but my guardians change so frequently. Of my present board two-thirds came on new three years ago and there is a likelihood of the same change next April.

39956. (Mr. Bentham.) Does not the one-third, which represents the unchanged portion, really rule the board?—No, it does not. I only wish it did.

39957. (Mr. Russell Wakefield.) I rather gathered from your evidence that the main difficulty seems to be the quality of the guardians?—Yes.

39958. The administration would be all right if there were an improvement in the quality of the guardians?—Yes.

39959. Do you find plenty of candidates coming forward for the office?—No, there is a very great difficulty in some wards to obtain candidates of any kind.

39960. Are there a good many uncontested wards?—Not many.

39961. In answer to one question, you said you noticed the City Council was rather more attractive to a better class than the board of guardians?—I did not put it in quite such emphatic terms as that. It is more attractive, I know, as an instance of that, that some of my best guardians when they have been on a year or two go in for the city council.

39962. You have a difficulty in explaining why that should be?—I always have had. Personally, I should much rather sit on the board of guardians.

39963. Is not a member of the city council far more in the public eye than a guardian?—That is one reason.

39964. And his actions are more reported in the papers; and are there not more rewards for a local ambitious man on the city council than on the board of guardians?—Yes, there are.

39965. Is there not a little more patronage to be dispensed if they are on the city council than if they are on the board of guardians?—Considerably more.

39966. Is there not also the fact that there are more matters that are in dispute which are far more exciting?—That is so.

39967. Would you not think so long as human nature is human nature those things would appeal to an ambitious man?—They would appeal to a vain or ambitious man, but a good many men who have left my board to go to the city council have been of the opposite type; they have been very good Poor Law authorities. After a time on the city council they have given public work up altogether; they have not come back to the board of guardians.

39968. A vain ambitious man in a district is more likely to go to the city council than to the board of guardians?—That is so, undoubtedly.

39969. I was rather surprised to get your answer that if candidates were chosen and the election were over a larger area there would be less political influence in the matter. I should have thought there would have been rather more, but in regard to choosing in the smaller areas would not smaller and meaner ideas come in with regard to them?—I do not think I said that. I did not say that political feeling would be less in the larger areas, only that I should get a better class of guardian, because he would have to be known all over the area. I am not so far averse to a political election, because it is difficult to find any other, but where it results in a bad type of candidate, as it does under the present ward arrangement, that is what I want to see changed.

39970. It is practically impossible over a large area, is it not, for a person who has not the backing of a party organisation to get elected?—As at present, it is, but I do not see why it should be. At present it is worked down to a farce.

39971. What is the solution you would find?—There you are asking me a difficult question to answer. I quite admit the difficulty, and I do not see a better way. I am only hoping we may find a better way. The ward political election at present in a large union like Leeds is carried to a ridiculous extreme.

39972. It is a great disadvantage, is it not, that in order to get a good guardian or a good man for certain municipal work you have to have the backing of a political organisation?—Undoubtedly.

Frequent
changes in
personnel of
guardians
of the same
change next
April.

Need for
higher-class
guardians.

Difficulty in
obtaining
candidates
for guardian
elections.

The attrac-
tiveness of
the city
council and
reasons there-
for.

The com-
parative in-
fluence of
politics in
large versus
small areas
for guardian
elections.

Objections to
ward areas
for guardian
elections.

fect of
ennial re-
ement of
ardians on
continuity of
ministra-
on.

39973. (*Mr. Booth.*) In paragraph 68, which deals with the question of continuity of administration, is that not putting it that there is no continuity of administration unless they retire yearly sectionally in thirds; does that not need some qualification?—I can only speak of my own board; I will take the present board, in many matters that had been brought to a certain stage when the present board were elected the new board would not take them up until, as they said, they had had the opportunity of going into them and finding out for themselves; in some instances they directly reversed the policy of what they called the "last board." What I want to see abolished is all this question of "this board" and the "last board." As I tell them it is one board, but that feeling obtains strongly in boards where there is such a large change in the constitution every election time.

proportion of
ardians re-
ected.

39974. You do get continuity of a kind, but it is not the only kind of continuity. Your statement seems rather to assume that no guardian is ever re-elected; you might have the whole board re-elected?—Yes, but since 1894 the guardians seem to have gone off after much shorter service. Out of thirty-two elected guardians, speaking from memory I have twelve which have sat more than three years, and of those, three are district councillors

who do not care for guardians' work and are seldom seen, so it practically resolves itself in my having eight or nine guardians who have had more than three years' experience.

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39975. (*Mr. Bentham.*) Does that not mean that the old guardians were re-elected?—In one or two instances, but they have had enough in some cases; they have emphatically stated that they have had enough and are not coming back.

Proportion of
guardians re-
elected.

39976. (*Mr. Booth.*) So the portion continuing after three years is small?—Yes.

39977. Do you think if the elections were yearly and consequently two-thirds of the guardians remained on, that there would be the same small proportion of old members re-elected?—That might be so, but still I think at all events there would not be the disruption that there is. There is a very great disruption of public business every election time. I may mention as a case in point that the scheme of infirmary extension has been twice thrown back because the new board wanted to go into the matter before being bound by the recommendation of its predecessors.

39978. You do not want it considered a new board?—No, that is the only thing.

Mr. FREDERICK WRIGHT, called; and Examined.

39979. (*Chairman.*) You are a relieving officer of the Leeds Union?—I am.

39980. You have prepared a statement which we will take as your evidence-in-chief if you will hand it in?—Certainly.

(*The Witness handed in the following Statement.*)

1. The following statement is based upon knowledge derived from my experience in administering relief in the district under my control and from impressions conveyed to me in carrying out the duties connected or appertaining to that district.

social and
dustrial
conditions of
Leeds relief
district.

2. The district itself has a population between 30,000 and 40,000, embracing the very lowest classes of society, whose life is one long struggle with poverty, most of whom belong to the casual or outdoor labouring class. There are few workshops and factories, though a few years ago it was a centre of the flax-spinning industry, which has now left these shores for America. The social position, as before indicated, is a low one. The housing of the poor is unsatisfactory and insanitary, the property in many parts consisting of old dilapidated two-roomed back-to-back houses; overcrowding is common. There are many cellar dwellings damp and unwholesome. The moral tone of the district is low and it is a resort of the criminal element. These remarks refer expressly to my district only, which is the worst in the city.

ut-relief :
s difficulties
ad bad
moral effect.

3. Outdoor relief is very difficult to control and requires constant and unceasing watching and visiting, more especially in a large district. In the outdoor administration of relief every attempt is made by unscrupulous persons, by mis-statements or otherwise, to deceive relieving officers, and it often happens that, having obtained the relief on the ground of infirmity, it is found that the person relieved is working and receiving relief at the same time. The punishment for this offence is not sufficiently severe. Indeed punishments for offences generally against the Poor Law are not sufficiently deterrent. Generally out-relief conduces to wholesale fraud. In indoor relief the persons are under the immediate control of officers; and relief colonies would, in my opinion, be an excellent method of dealing with this class of relief and would be better in every way than out-relief as it is at present administered.

adequacy
punish-
ment for
offences
against Poor
Law.

4. In my district applicants for relief are nearly all of the labouring class. A few are miners and painters.

proposal to
substitute
relief colonies
or out-relief.

5. The most important causes of pauperism are:—(a) old age; (b) the early marriage of persons dependent upon casual labour. Large families are the rule. Owing to the low wages earned no provision can be made to meet such contingencies as non-employment, sickness, or of imprisonment for debt. The latter is a crying scandal, and I have had to relieve the families of hard working respectable men who have been committed for long periods on non-compliance of a county court judge's order for a few shillings. These orders are usually made in respect

of small sums. I have known men lose their employment as a result of their commitment. I have relieved their families during their incarceration and afterwards given the men test work on their release from prison. (c) Imprisonment for criminal offences is a large factor in pauperism. (d) Venereal disease also contributes largely; much of the misery entailed by this disease would be obviated if it were made notifiable. Its ramifications are appalling. (e) Intemperance is another contribution, and in this I find females to be the worst offenders. Many men are perforce paupers by the intemperance of their wives. I have had numbers of these cases. Women easily obtain drink on credit at shops having beer, spirit and wine licences. (f) Indiscriminate relief by private persons and religious bodies also contributes largely towards pauperism, and cases have occurred where relief has been in the first instance given in this manner and the recipients eventually become confirmed paupers. (g) Cases are not wanting to show that pauperism is hereditary—two generations being quite common, and third generations occasionally occur.

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6. The Poor Law authorities should have the power of applying to the magistrates for permission to remove and detain in a suitable place any person who refused to act upon the recommendation of the medical officer—that he or she should be removed to the union infirmary. Cases occur almost daily where much misery and positive danger are entailed upon the patient and members of the family by their refusal to consent to removal. Power should be given to compulsorily remove to the workhouse, for a period to be determined upon, persons who neglect to provide for their families; also to remove persons who are incapable of properly looking after themselves, e.g., persons of weak intellect, aged persons, and destitute or neglected families who refuse a Board's or relieving officer's order of admission to the workhouse.

Need for
compulsory
power to
detain certain
classes of
paupers in
the workhouse
or infirmary.

7. Efficient and intelligent relieving officers are essential for the administration of relief. They should be entirely under Government control and selected by competition.

The need for
efficient
relieving
officers with
improved
status.

39981. (*Chairman.*) You think that the punishments for offences against the Poor Law are not sufficiently deterrent?—That is my experience.

Insufficient
powers of
punishment
for offences
against the
Poor Law.

39982. You heard the evidence of the preceding witness that there is difficulty in getting a conviction for an offence against the Poor Law from the stipendiary magistrate?—Exactly.

39983. That has come under your observation?—Yes. the cases which Mr. Ford stated are really cases arising out of my district.

39984. The result of your experience is that you think that outdoor relief conduces to wholesale fraud?—That is my experience.

Demoralising
effect of out-
relief on
applicants.

39985. That statements are made in connection with it which are not true?—Quite so.

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Wright.

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Evils of indiscriminate and inadequate out-relief.

Number of guardians on relief committees and average attendance at meetings.

Imprisonment for non-payment of fees of child in an industrial school as a cause of pauperism.

39986. Do you agree with the preceding witness that the present system of giving rather wide outdoor relief and small sums associated with it is bad?—I do.

39987. You think the relief insufficient and the number of cases relieved are not sufficiently investigated?—I do.

39988. Of how many guardians does your committee consist?—I think the committee consists of twelve, but the committee is divided into two relief sections, I think six guardians on each.

39989. What is the average attendance?—I was going to say never more than three, but there are some times four, very often two, some times one.

39990. Among the causes of pauperism which you enumerate, you put imprisonment by the county court judge?—Yes, and since I wrote this I have been making some inquiries about it, and I find that latterly orders are not made in respect of any persons working test, that is a county court order is not made against any person who is working test, and lately I have not had to relieve cases of that kind, so I presume the circumstances must have been altered.

39991. What do you call working test?—On test relief.

39992. You mean to say that orders have been made against persons who are practically paupers?—That is so.

39993. Have you had any complaints of orders being given against heads of families for the non-payment of fees for children at industrial schools?—Yes.

39994. Have the parents been imprisoned in those cases?—Yes, I have had to relieve families of men who have been imprisoned.

39995. For that purpose?—Yes.

39996. What is your idea about it, are there many of these cases?—No, I think I have only had two within the last three years.

39997. The result of course is that the ratepayer is unfortunate because the debt is not recovered, the man is sent to prison, he loses his work and the family is on the rates?—That is so.

39998. Do you know what happened to those men when they came out; did they remain on the rates?—In one case the man remained on the rates for a considerable time, and I had the greatest difficulty personally in getting rid of him.

39999. Was he a respectable man?—He was a very respectable man.

40000. You do not think he would have come on the rates if it had not been for that?—I do not think he would.

40001. The child was sent to the industrial school by the education committee?—Yes.

40002. So he had no option in the matter?—No option at all.

Venereal disease as a cause of pauperism and need for power to detain cases suffering from it.

40003. You think that lock diseases contribute very much to the distress and misery in Leeds?—Very much.

40004. The general impression seems to be that its ravages are very great in Leeds?—It is my experience; in my district its ravages are simply terrible.

40005. From generation to generation?—Yes, that is so. You find men under treatment at the dispensary living with their wives and families; in one case I know of where the man was suffering severely, there was only one bed in the establishment and his wife, he and four children were occupying that bed.

40006. You would wish to have powers of detention with regard to those cases?—Certainly.

40007. And you also wish to have power of removal in the case of persons whose dwellings were insanitary and also persons of weak intellect?—That is so.

40008. Would you wish the board of guardians to have power to keep people in the workhouse, to prevent them discharging themselves very lightly?—Yes.

40009. Do you think that is important?—I think it is very important.

40010. I suppose you have cases of people constantly discharging themselves?—I frequently send them in one day and they discharge themselves the next. They do it for the purpose of obtaining relief, in this way, the

guardians make an order with the condition that the man must go into the infirmary. I send him into the infirmary and probably immediately after the first payment of relief to his family he discharges himself, frequently I do not get to hear of it till some time afterwards, and there he is at home with his family receiving relief.

40011. And you think if the guardians had this power it would make people more chary about getting relief in that way?—I do.

40012. Coming to the discharge of your duties as relieving officer you think that the present system of relief and working-class relief committees by which guardians become associated with the interests of those whom they represent is detrimental to the work of the relieving officer?—It absolutely paralyzes the efforts of a relieving officer to keep down relief. Some of the cases I have on my books are no more deserving of out-relief than the very worst in the district.

40013. Has what you complain of grown of recent years?—It has grown largely.

40014. Do you find the discharge of your duties more difficult?—I do.

40015. There is no revision of cases by the board?—No.

40016. Are the guardians who sit on these cases representatives of the districts from which they come?—One guardian only in my case.

40017. They do not shift from district to district?—No.

40018. (*Mr. Bentham.*) As a relieving officer would you object to having a superintending relieving officer over you?—I should be very pleased if we had one. I think it would help us materially.

40019. You think it would tend to more uniformity of relief through the whole area?—Yes.

40020. There are great differences of treatment between one district and another?—Yes, that is so.

40021. Take the case of a widow, for instance, with a family; in one district she might receive more relief than if she was an applicant in another district?—That is so.

40022. Do the people change residence at all in order to get into a district where relief is given more rapidly or more freely?—That is watched.

40023. Supposing it is watched, you cannot help it, can you? You must relieve if it is a case of necessity?—If she was in one district and she removed into another she would not get more relief in that district than she got in the one she came from.

40024. Would the relieving officer communicate with the relieving officer in the other district and communicate what happened there?—Yes.

40025. He would say Mrs. So-and-so got so much in such-and-such a district?—Yes.

40026. She would get the same even although a widow on the same day might be given a higher scale of relief?—No.

40027. Supposing the scale of relief in that district was higher on the average than in this particular case we are speaking of, they would not lower all round because a new case had come into their district which had been receiving less from another district?—In my district if an applicant came who was receiving more relief in that district than we were in the habit of giving we should bring it down to our standard.

40028. And if it were less?—Probably if it were a *bona fide* case we might increase it in our district.

40029. I thought you said it would be the same?—The probability is if it were a deserving case we should raise it.

40030. You would treat it on its merits alone?—Certainly.

40031. You have some rules for the administration of relief, I notice?—Yes.

40032. Are those fairly well kept?—Yes, they are fairly well adhered to.

40033. Do you not submit any single person to the labour test yard for outdoor relief?—No, we used to but our experience was such that we discontinued it.

40034. Is an able-bodied woman with only one child in practice refused outdoor relief on all occasions?—No,

Discouraging effect on relieving officers' work of intimacy between guardians and applicants for relief.

No revision of cases by board of guardians.

Advantage of appointing a superintending relieving officer.

Question as to effect on pauper's allowance of change of residence from one relief district to another.

Rules for administration of relief.

Question as to relief of able-bodied.

Proposed compulsory power to remove certain classes to workhouse and to detain them therein.

but I only remember one application where there was an able-bodied woman with one child, and in that case we gave her test work, we gave her scrubbing at the workhouse, and I believe she is there still. That is the only case I have had.

40035. In the case of an able-bodied married couple, with only one child, that would be a case of a person who would be put on outdoor labour test?—He would not be put on.

40036. Even with one child?—No.

operation between relieving officers and charitable agencies and difficulties. 40037. Do the relieving officers communicate at all with charitable agencies with regard to cases which might be relieved through those agencies?—Yes.

40038. Have you had many cases yourself that you have brought under their notice?—Frequently, but only this week I have had to discontinue giving any information at all to a Charity Society till I get a matter settled up. They send round every week a book in which the names of applicants for relief to that society are entered. There are two columns left for the remarks of the relieving officer or other societies in the locality. The other day a name came in well known to myself, and I made an entry in the book telling the society what I knew of this man; it turned out afterwards that there were two men of the same name living in the same street, one was the father, which was the one I thought this thing dealt with, and the other was the son. On the board of this particular Charitable Society there is an extreme Socialist; he took this case up. He thought, of course, that my remarks applied to the young person, whereupon he wrote to my board complaining that the information I had given was incorrect, and asking the board to deal with me with regard to the matter.

40039. It was in fact incorrect was it not?—It was, but I explained at an interview I had with the person making the complaint that it referred to the old man and not to the young one, and of course he has made capital out of it. I thought that all information given to these societies was confidential, and until I receive their assurance that this is so I have refused to give any information. It places an officer in a very difficult position.

40040. You render yourself liable to be proceeded against if your information is not true, do you not?—I do not know. If we inadvertently make a mistake, I do not think we ought to be placed in the position of being shot at.

40041. Not for a mere mistake?—No.

relief persons living with relatives able to maintain them. 40042. How many people were relieved in your district who were living in circumstances that you would say they had quite sufficient for the necessities of life, living with relatives who had a good income, but who had nothing in their own right; they earn nothing and they have no income, but they are living in very good circumstances; would they be considered eligible for relief if they applied?—Yes, I have several cases like that, not where they are living with people with good incomes, but people who have sufficient for themselves.

40043. On what ground is relief given to these cases?—If the people are comfortable, they are living in most instances with either sons or married daughters, and if we make an order for the house it would act very harshly as we think against them.

40044. They would not come in would they?—I have known cases where orders have been made by the guardians, where they have taken the order and gone into the house.

40045. If they did not come in they would not suffer would they, if there was sufficient income in the house?—No, of course not.

40046. You were going to give some cases were you?—They are mostly widows residing with married daughters.

40047. Aged persons?—Yes, all of them aged.

40048. (Mrs. Bosanquet.) I think you have been in Leeds about three years?—I have lived in Leeds all my life, but I have only had this district three years, although I have been connected with it more or less for years.

40049. Have you reduced the relief considerably since you went there?—I have.

discriminating out-relief in Leeds; instances of. 40050. Can you tell us something of your early experiences when you were attempting to reduce it?—When I took over the district the relief had been rather laxly ad-

ministered; we were paying about £135 a week. I commenced investigating the cases, and I found there were a lot of recipients of relief who were not deserving. In many cases the relief had been obtained by fraud; and by reporting the cases to the committee, and in some cases prosecuting, we got the relief down more than half. Some of the cases were most flagrant. I had one case where a woman was in receipt of relief, her husband, the second husband, was in the workhouse and the married daughter was living in a villa in one of the best suburbs of Leeds, and yet that woman was in receipt of 3s. a week.

Relieving officer's attempts at reform met by persecution of, and violence against himself and his family. When the relief was discontinued the relatives came and endeavoured to get it reinstated. The daughter drove to the relief office to appear before my committee. That is a sample of them. In some of the cases I found that there were deserted wives who were receiving remittances from their husbands. I successfully prosecuted in one or two of those cases, but finally I found that I was being persecuted. First of all I had my house broken into three times in three months. I had five robberies in my house in fifteen months. I prosecuted two men, and one of them got a long term of imprisonment. It culminated in my family being attacked. My daughter was assaulted in the streets; my wife was followed about from the tramcar up to my house, and in the streets she was abused and life became perfectly intolerable. An attack was made upon my daughter; she was almost stripped in the streets. A crowd of between 200 and 300 persons assembled outside my house, and I had to seek police protection. I came on the scene and I recognised the ringleaders, who were three women. One was a woman whose husband had been prosecuted for desertion, one who had obtained relief by false pretences, and the other an unsuccessful applicant for relief, who was a drunkard. I prosecuted them, or rather the board did on my behalf, and they were sentenced to imprisonment; but right the way along I was persecuted to such an extent that I have had to send my wife and child to live outside the boundary of my district, and I have to occupy a house within my district with a caretaker, and that is how I am living at the present time. Out-relief has been given in an indiscriminate manner and in prosecuting and discontinuing the relief I got across these people, and have had to suffer.

40051. (Mr. Booth.) How long ago was that?—The first occasion I think was two years last November, and the last time I had any trouble was about three months ago in my own office.

40052. When did you first come to the district?—Three years ago.

40053. (Mr. Patten-MacDougall.) Is it within the last three months that your wife and family had to move?—I sent them away in June last year.

40054. (Mrs. Bosanquet.) Do you consider you have got rid of all your fraudulent cases?—No.

40055. You know there are others?—Yes.

40056. You have not time, I suppose?—I get them every week, but of course it takes time. I have to investigate, I have had to almost live in the district, investigating old cases.

40057. How many cases have you on your books?—At present?

40058. Yes, tell me roughly?—It varies. I had 361 last week and 372 the week before.

40059. (Mr. Bentham.) Is that cases or persons?—Cases. I had 1,004 persons the week before last; it is not usually less than 900 persons.

40060. (Mrs. Bosanquet.) You showed me something of your district and pointed out the houses that were very bad there; there were a good many furnished rooms?—Of the worst class.

40061. Into those rooms out-relief is going in some cases?—Yes, in the form of test work.

40062. I think you took me to one case where relief was going where it was not even test work, the man was at home?—That man was a test man, but he was sick and in receipt of out-relief temporarily because he refused to go into the infirmary.

40063. Could you describe that furnished room to us and the system on which they are worked?—It is one small room of a large tenement; the room I do not suppose

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Number of cases under relieving officer's care.

Description of worst class of "furnished" rooms in Leeds, and rents charged therefor.

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is more than 12 feet square, there was one bed common to the whole family, one box for a table and one chair. For that the man pays 4s. 6d. a week.

40064. (*Mr. Booth.*) Is that considered a furnished room?—That is considered a furnished room. Some of them pay with very little more accommodation, as high as 8s. 6d. a week. They are peopled by the lowest class, and there is no supervision over them at all—no police supervision.

Possibility and advantage of prohibiting out-relief to persons living in an insanitary area.

40065. Are they registered?—No, they are not.

40066. (*Mrs. Bosanquet.*) Do you think it would be a possible plan, when you get a district like that in an area, to make it a rule that no out-relief should go into such an area?—I think it is possible.

40067. Would you find a difficulty in moving good cases out of it?—No.

40068. They would be willing to go?—They would.

40069. Would that help your work, do you think?—I think it would materially.

Debauchery among Army pensioners on pension days.

40070. Have you any view about the payment of Army pensions in particular?—On pension day I have been once into my district and I have not been since. It is a veritable pandemonium. They get their pension and they drink it hand over head as long as it lasts. I have seen as many as a dozen fights going on in one street at a time on pension day.

40071. (*Mr. Gardiner.*) What do the police do?—The police apparently give them a wide berth.

"Pension papers" pledged for groceries.

40072. (*Mrs. Bosanquet.*) Is there any system by which they make use of their pension papers with the grocers?—Yes, I find they deposit their pension papers with the

grocers and obtain goods on credit, which is of course set off against the pension.

40073. Can you give us any instances of what you would consider inadequate relief especially to children?—I have generally endeavoured to get adequate relief in my district, so that I am afraid I cannot give you any assistance.

40074. You think it is generally adequate?—As a Adequacy rule, yes. relief to children.

40075. I think all your relief is paid at the office?—Yes.

40076. Can you tell us what happens in cases where recipients are unable to come up themselves?—In those of The method cases there are women who draw the relief and take it of out-relief round to the paupers; they receive probably a penny from at Leeds each one.

40077. That is organised by these women themselves?—Yes.

40078. (*Mr. Patten-MacDougall.*) You say you have Imprisoned had to relieve the families of hard working respectable ment for men who have been committed for long periods on non-debt as a compliance with a County Court Judge's Order for a few cause of shillings. In many of those cases is that for non-pay- pauperism ment of rent?—No, I have never come across a single nature of case where an order has been made against a man for debt. non-payment of rent.

40079. Where are the majority of these cases?—They are generally small tradesmen's accounts.

40080. There has been no case for non-payment of rent at the instance of the landlord?—No, I have not come across one case.

SEVENTY-NINTH DAY.

Tuesday, 12th February, 1907.

AT THE FOREIGN OFFICE, DOWNING STREET, S.W.

PRESENT.

The Right Hon. Lord GEORGE HAMILTON, G.C.S.I., etc., etc., etc. (*Chairman*).

The Right Hon. CHARLES BOOTH, F.R.S.
Sir SAMUEL B. PROVIS, K.C.B.
Mr. F. H. BENTHAM.
Dr. A. H. DOWNES.
The Rev. T. GAGE GARDINER.
Mr. GEORGE LANSBURY.
Mr. J. PATTEN-MACDOUGALL, C.B.
Mr. T. HANCOCK NUNN.

The Rev. L. R. PHELPS.
The Rev. H. RUSSELL WAKEFIELD.
Mrs. BERNARD BOSANQUET.
Mrs. SIDNEY WEBB.
Miss OCTAVIA HILL.
Mr. FRANCIS CHANDLER.
The Right Rev. The Lord BISHOP of Ross.

Mr. R. H. A. G. DUFF (*Secretary*).
Mr. J. JEFFREY (*Assistant Secretary*).

Mr. JOHN WYCLIFFE WILSON, called; and Examined.

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40081. (*Chairman.*) You have been a member of the Sheffield Board of Guardians for nearly thirty years, I think?—It is nearly twenty-nine really, if I leave out a year when I was out.

40082. You are now the Chairman?—Yes.

40083. For how many years have you been Chairman?—For about eleven, I think it is.

40084. You are an Alderman of Sheffield, and past Lord Mayor of that city?—Yes.

40085. You have prepared a statement for us, I understand, which, following our usual practice, we can take as your evidence in-chief, if you will hand it in?—Yes.

(*The Witness handed in the following statement.*)

1. There are two special matters in connection with which the Sheffield Union has taken what may be called pioneer action, namely "Character Classification" and "Scattered Homes for Children."

2. A good many years ago, some members of our Board Character became very much impressed with the hardship inflicted Classification on the respectable and deserving poor by causing them of workhouse to associate in the workhouse with the profane and dis- inmates at solute characters who generally form the majority in such Sheffield. institutions, and a very complete and successful plan has been devised to remedy the evil.

Character
Classification
of workhouse
inmates at
Sheffield.

3. By careful investigation of the antecedents of applicants for relief, through the relieving officers, such applicants are divided into four classes *A, B, C, and D*—

A. comprises those of unblemished character who have been long resident in the union without receiving relief.

B. All other persons of distinctly good character, but who are not equal to *A.*

C. comprises those who are neither distinctly good nor distinctly bad, and also persons of whose character little or nothing is known.

This may be called the normal class, or the residuum after sorting out those who are entitled to rank higher or lower respectively.

D. which is unfortunately far the largest class, comprises all whose character is distinctly bad.

4. The classification is reviewed by the Classification Committee from time to time, and individuals are put higher or lower as may appear desirable.

5. *Treatment of the different Classes :—*

Class C., the normal class, are treated as all were before Character Classification was introduced.

Class D. have less comfortable wards, harder work, shabbier clothing and less appetising food.

Class B. have better furnished and appointed wards, superior clothing, not uniform, more freedom to go outside the departmental airing yards and even outside the workhouse precincts, more appetising food, and more consideration generally.

Class A. have all the same advantages as *B.* Indeed, they are in no way separated except so far that they are eligible to be housed in the Aged People's Cottages, residence in which is much appreciated.

These cottages consist of eight single-roomed dwellings, connected by a corridor with one another and with the caretaker's residence. Each is constructed to house a married couple, or two men or two women as the case may be.

Character
Classification
more impor-
tant than
Age Classifi-
cation.

6. Believing, as I do, that Character Classification is much more important than the mere Age Classification as laid down in Art. 98 of the Consolidated Order 1847, it would appear desirable that in any fresh Consolidated Order the conditions in the Article referred to should be made less stringent. It may be possible in large workhouses to carry out a combination of both systems, but in small workhouses some commingling of ages should be permissible.

Food for
more varied
dietary for
certain
classes of
workhouse
inmates.

7. I have referred above to more or less appetising food. We have had some difficulty in carrying this out owing to the restrictions the Local Government Board place on the Dietary, holding, as they do, that *all* should have good and sufficient food and *none* more than that. Nevertheless, it appears to me that a little more liberty should be given to the guardians, so that while we give sufficient wholesome food to all, we should be free to give more variety or more appetising food (not necessarily more expensive) to the better classes.

Results of
aged
people's
cottages at
Sheffield.

8. The erection of the Aged People's Cottages was experimental, and they have no doubt given much satisfaction and happiness to a number of deserving old people who have in succession occupied them. Still, they are not essential to the system, and the simple division into good, bad and indifferent, with treatment differentiated, would perhaps in most cases suffice.

9. As these cottages, except for married couples, are I believe unique, it is to be hoped the Commissioners will see them, even though they do not include among their recommendations the erection of similar ones elsewhere.

Scattered
children's
homes at
Sheffield.

10. As I was the first person to conceive the idea of these scattered, or isolated homes as we called them in the first instance, and as the Sheffield Board was the first to obtain permission from the Local Government Board to put the system into operation, I may be permitted to call the Commissioners' attention to the system established here.

11. The original and still the main object of the scheme is to secure for all the children as many of the advantages as possible both of Boarding Out and the Cottage Homes Village, with a minimum of their risks.

12. Our first homes were opened in 1893, so that the experimental period has passed, and the utility of the plan is fully established.

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13. It seems right to point out that being pioneers, to some extent we groped in the dark and naturally made mistakes. In the light of experience, we are of opinion that our Headquarters Homes were unnecessarily large and expensive, that fifteen was too large a number to fix as the minimum number of children to be accommodated in each Home, and that having an even larger number of children, as we still have in some of the Homes, is distinctly undesirable.

14. As we have recently erected several pairs of new homes on a carefully considered plan that provides a maximum of accommodation (room for 11 children in each) at a minimum of cost, I should like to direct the Commissioners' attention, when they visit Sheffield, especially to *these* and also to the *general system* on which the Homes are worked.

15. The way in which the system has spread throughout the country seems to indicate that it commends itself to the judgment of the more thoughtful and therefore more progressive Boards.

16. I claim for it and for the children brought up under it, *inter alia*, the following advantages :—

Advantages
of Scattered
Homes for
Poor Law
children.

(a) The system, as we work it, is applicable to all the children and not only to orphans, deserted or adopted, as in the case of Boarding Out.

(b) That it is applicable in both large and small unions :

(1) In large unions it may be arranged, as with us, that the children never enter the workhouse precincts, thereby securing an additional advantage.

(2) In small unions, where only a very few cottages may be required, it may be necessary to have it administered from the Workhouse, or by an outside officer performing other duties also.

(c) The children are distributed among the non-pauper population in a way that is impossible in a district school or Cottage Homes Village.

(d) They attend day and Sunday schools, churches and chapels, week-day meetings and entertainments, etc. in numbers sufficiently small to prevent their being specially noticeable.

(For example, in Sheffield they mostly attend the large Council schools, where, being distributed among the different departments and standards, their proportion in each class to the non-pauper children is inappreciable.)

(e) They make friends with their non-pauper schoolfellows and their individuality is developed, and so they do not become the little machines that the units in a large institution frequently do.

(f) By their freedom in going to and from School, etc. without uniform and unattended, they become prepared for independence in after life.

(g) While still under the eye of the Superintendent and Matron and the Guardians, they live very much the life, both in and out of their Homes, of the children of the respectable working classes.

(h) They compete, both in lessons and games, with their non-pauper companions and schoolfellows, and obtain a very fair proportion of prizes and certificates.

(i) They escape the danger of petty tyranny if unfortunately "boarded out" in unsuitable homes, and of associating only with other pauper children, as is generally the case in a "Cottage Homes Village."

17. *Placing out the Boys.* It having become increasingly difficult to obtain positions as indoor apprentices for our boys, we have sent a number of them as outdoor apprentices to different trades in the town, and for their advantage have established a Boys' Working Home at Sheffield.

18. The boys reside in this Home under the care of a foster father and mother. They pay their wages towards the maintenance of the home and receive a reasonable amount of pocket-money, part of which they are at liberty to spend and the other part is banked. At the present time we have boys apprenticed to the following trades :— butcher (1), plumber (1), baker (2), barber (2), shoemaker (1). One boy is assisting the Homes' tailor and learning the trade. Two work as errand and office boys respectively with firms in the town, while one boy acts as house boy in the Home.

- Mr. J. W. Wilson. 19. *In placing out the Girls*, the following is our procedure :—
- 12 Feb. 1907. They receive a certain amount of training after leaving school, in their own Homes, and are then handed over to a Ladies' Committee in connection with a Voluntary Home, the ladies of the Home undertaking to train them for three months at 6s. per week, and then to find them suitable places and to look after them until they reach the age of twenty.
- Method of training and placing Poor Law girls.
- Careful administration of out-relief at Sheffield and its results.
20. *Outdoor versus Indoor Relief*.—Prior to the year 1886, the Sheffield Board administered out-relief with a very free hand, but in that year a system of much more careful inquiry was instituted, and both indoor and outdoor relief was very largely reduced.
21. The principle acted upon since then has generally been to give outdoor relief wherever after careful inquiry the case is found to be deserving, and where the home is satisfactory, and only to send into the workhouse those cases where these conditions do not obtain. This method of discrimination probably accounts for the small proportion of classes A and B (see Character Classification ante) found in the House.
22. I am strongly of opinion that this is the right way to act, that is, in brief, to ascertain the character of the people by exhaustive inquiry rather than by ruthlessly applying the "Workhouse Test."
- Difficulty of securing candidates at guardians' elections and motives of candidates.
23. *Classes of Persons seeking Election as Guardians*.—The securing of suitable candidates to be elected as guardians is exceedingly difficult, as the time occupied in the proper discharge of the duties is very considerable. No doubt there are some who offer themselves from a sincere desire to do useful public service. There are others who look to it as a stepping-stone to the City Council, or take it up from a little personal ambition.
- Objections to transferring guardians' duties to town councils.
24. I regret that I do not see my way to make any suggestion as to what alterations in the law would lead to the office being more readily accepted, but from local knowledge of the circumstances attending the handing over of the work of the School Boards to a Committee selected by the City Council, I am perfectly satisfied that matters would not be mended, but quite the reverse, were the duties of guardians similarly transferred. The City Council has already too many diverse interests devolving upon it, and it is much better that persons who have to do the Poor Law work should be specially elected for the purpose. The City Council Committees have been distinctly weakened by the withdrawal of some of the members who now devote their energies principally to education, and I am satisfied that the same thing would operate if the Poor Law were handed over to the Council.
- Need for (1) simpler system of book-keeping; (2) more elasticity in Poor Law Orders; (3) more freedom from Local Government Board control in matters of detail.
25. I am disposed to believe that a little less detailed dictation from the Local Government Board, thus making the guardians realise the importance and responsibility of their office, would tend gradually to an improvement in the tone and status of the members.
26. *Reform in Law or Practice Suggested by Experience*.—Beyond what is implied in my previous remarks, I have little to add. If a system of book-keeping could be introduced less voluminous and intricate; if the Orders generally could be made more elastic; if the correspondence with the Local Government Board could be curtailed and the replies from that body sent more promptly; and if the guardians could be allowed a little more freedom in their control over officers and in their expenditure in certain directions, I think a good deal of friction would be avoided and improved administration result.
- ADDITIONAL NOTES.*
- DESIRABLE ALTERATIONS IN THE POOR LAW, OR "ORDERS."
- Need for revision and codification of existing Statutes and Orders.
27. The complete *Revision and Codification of the Statutes*, including the repeal of all the old laws.
- The more general and elastic this Act can be drawn, the better, leaving all details and rules to be dealt with by the central authority by one comprehensive General Consolidated Order and such subsequent General or Local Orders as may be found necessary. This last-named General Consolidated Order should supersede all General Orders now in existence.
- If the new Poor Law is made sufficiently general and elastic, it may last as long as the original Act of 1834 has done.
28. *Destitution should not be a necessary preliminary condition entitling to relief*.
- Legally, as I understand it, no person is entitled to receive relief under the Poor Law unless absolutely destitute. In a revised Poor Law a less severe and more explanatory definition of claim for relief should be introduced.
- No doubt in a large number of unions the absence of a sufficient income to procure the necessities of life is the interpretation put upon the term "destitution." But, on the other hand, some Poor Law administrators act on the strict letter of the law and apply the "workhouse test" where a kindlier and more economical treatment would be advisable. For example, some guardians would require an applicant's house to be stripped not only of luxuries but of many comforts before out-door relief would be granted. I believe real economy would be effected by beginning to relieve needy cases (widows and aged persons in particular) before they reach a condition of complete destitution or have lost their health by undue privation.
- Powers should be granted to enable guardians to prevent pauperism, and not only to deal with it when it becomes an accomplished fact.
- I believe it will be very desirable to establish some machinery whereby persons in case of temporary distress owing to lack of employment or sickness or other sufficient genuine cause, might be kept from becoming permanent paupers.
- Guardians should have power to relieve persons not absolutely destitute.
- Guardians should have power to "prevent" pauperism.
29. The law of *Settlement and Removal* should be either abolished or greatly amended and simplified. If not abolished, improvements might be made in regard to the removal to Scotland and Ireland of paupers having their settlement in those countries, and, further, it should be made quite clear what is to be done with paupers who are settled in a union that has been divided since the settlement was acquired.
- Need for reform of settlement and removal.
30. The *Vagrancy Laws* should be amended in order :—
- (a) To differentiate between the able-bodied searcher for employment and the habitual tramp.
- (b) To assist the searcher for employment in accomplishing his quest.
- (c) To drive the habitual tramp off the road, with power to the guardians or police to detain him and remove him to suitable quarters in a labour colony or otherwise.
- (d) To safeguard the interests of the children of vagrants through powers of detention and compulsory education.
- Proposed amendment of Vagrancy Laws.
31. *Classification in Workhouses*.—Considerable relaxation is desirable in the rules as set forth in Art. 98 and 99 of the General Consolidated Order, July 24th, 1847), with a view to permit of inmates being classified more on the grounds of character and conduct and less on age and physical condition. In the case of inmates of good character and conduct, there would appear to be positive advantage in the co-mingling of younger persons (not children) with the aged and somewhat infirm. The younger persons would often cheer and assist the older. Wide latitude to guardians in this respect would be desirable.
- Advantages of character classification over age classification of workhouse inmates.
32. *Relaxation in the dietary rules* will also be desirable, so that the well-behaved and deserving may have more varied and appetising food than the idle and dissolute. At present, hard and fast lines are drawn, founded only on age and physical condition. Guardians should have some latitude in this matter also.
- Need for more varied dietary for certain classes of workhouse inmates.
- In Sheffield we find great benefit from our system of character classification, but have been not a little hampered by the rules referred to in this and the preceding paragraph.
33. *Children should be absolutely excluded from work-houses*.—At one time it seemed impossible for this to be done in case of very small numbers of children, but under the Scattered Homes System and with some extension of the Boarding-Out Orders, no serious difficulty need be experienced.
- Suggestion to exclude children from work-houses.

* These notes were submitted in January, 1906, in response to the request for a Statement pointing out any serious defects which, in the opinion of Chairmen of Boards of Guardians, exist in the present Poor Law system, and the remedies they would propose.

Objection to applying epithet "pauper" to Poor Law children.

Advantage of scattered homes over boarding-out system.

Need for powers to detain dissolute, immoral and feeble-minded persons.

Workhouse accounts: need for simpler system, etc.

Need for revision of grants in aid of officers' salaries and gratuities, etc.

Proposed extension of principle of exemption from disfranchisement.

Suggested greater discretion to district auditors.

Travelling expenses of guardians and clerks.

Advantages of guardians having greater freedom from Local Government Board control in matters of detail.

Undesirability of transferring guardians' duties to a *propter hoc* authority.

34. *Boarding-out of Pauper Children.* (N.B.—I use the word "pauper" to make my meaning clear, but I hope to see the time when it will be eliminated from all official documents referring to *children*.)

I am not favourable to any wide extension of this system unless under much closer supervision than at present, and believe that, generally speaking, the system of scattered homes under the immediate superintendence of the guardians and their officials is a wiser arrangement.

35. Further powers of detention are required for several classes in addition to the vagrants already referred to in paragraph 4:—

(a) For dissolute and immoral persons who should not be allowed to go in and out of the workhouse as often as they like. This should include unmarried young women who come into the lying-in-wards, especially if they come more than once.

(b) Feeble-minded persons of either sex, who are liable to become parents of children still more unfit.

(N.B.—The Report of the Commission on the Feeble-minded, now sitting, should be invaluable in regard to this matter.)

36. *Workhouse Accounts.*—These, at present, are of an exceedingly complicated character, involving a large amount of clerical labour, which labour has been recently seriously increased by the amended dietaries prescribed. Some considerable simplification of this system should be possible, whereby a smaller number of books would be necessary and less clerking, with a corresponding saving in expenditure. If the accounts were closed once instead of twice a year, some further saving of labour and expense would be effected and the duties of the auditor would be lightened.

37. *County Council Grants in Respect of Officers' Salaries* are paid on figures which were fixed in 1888. These figures should be revised periodically, say once in three or at most five years.

38. *Four Shilling Grant in Respect of Lunatics.*—This grant is only made for such lunatics, etc., as are confined in county asylums, while unions where provision is made for such in their own workhouses receive no benefit.

All pauper lunatics, etc., should either be placed under the care of the county council or else the unions where suitable provision is made for them should receive a similar grant.

Great injustice is done to certain unions by the present arrangement.

39. *Medical Relief Disqualification Removal Act.*—Except in a few isolated instances, this Act is held to exempt from disfranchisement only persons receiving outdoor medical relief, while voters forced by sickness to claim temporary admittance to a workhouse hospital lose their votes. It would be highly desirable that those remaining in the workhouse only during temporary sickness should not be thereby disfranchised.

40. *District Auditors* should be permitted to exercise more discretion with regard to allowing or disallowing certain payments, so that guardians need not be surcharged for any bona-fide and evidently useful expenditure. Much irritating and needless correspondence would also be prevented.

41. *Travelling Expenses.*—Guardians and clerks should be allowed reasonable expenses of conveyance to institutions within the union area or when engaged in Poor Law business.

42. *Local Government Board Control.*—I am of opinion that considerable advantage would result from giving local elected guardians wider powers within clearly defined limits. The constant necessity to report on, or to ask leave concerning, comparatively trifling matters involves an enormous amount of correspondence from which it will be most desirable that both the Local Government Board and the union clerks should be relieved.

Besides this, the minute control of the Local Government Board over boards locally elected, who in most cases are far better posted up with regard to the details, naturally causes irritation and interferes with those cordial relations which should exist between the central and the local bodies.

43. *Boards of Guardians.*—Lastly, and most important of all, I believe it would be most undesirable that the powers and duties of guardians of the poor should be

transferred to any other body. I believe that they will be much more efficiently exercised by a body specially elected for the purpose than by a Committee of a county or district council. Those councils are elected for a variety of purposes connected with highways, sanitation and such matters, and individuals elected to attend to these will not necessarily be at all suitable Poor Law administrators. As a member of our own Corporation, I have observed many disadvantages in the handing over to a committee formed principally of councillors, of the duties of the late School Board, and believe that the proper work of the Corporation is less efficiently managed in consequence.

40086. (Chairman.) Have you got the time-table of your board with you?—I am afraid not. We have a kind of diary, giving a list of our meetings.

40087. You have a Relief Committee, I think, which meets on most days in the week?—We have administering six Relief Committees, two sitting on the Tuesday, and relief at one on each of the other days up to and including Friday. Sheffield. I believe you had the pleasure or discomfort—I will not say which—of sitting on one of them last Monday.

40088. I saw the time-table, and I assume that if the guardians comply with it, and do their duty, the work must occupy a great deal of their time in the week?—It occupies a very great deal of time. Then there are the fortnightly meetings, there is almost weekly a committee, then there are five Visiting Committees; and besides those there are a number of special and extra committees on finance and other things, meeting at longer intervals.

40089. Following that point up, I understand that you are strongly averse to transferring the administration to the Poor Laws to the City Council, or to any body which is not directly elected for Poor Law purposes?—Yes. guardians' duties to a *propter hoc* authority.

40090. I assume that one of your objections would be that it would not be possible for the City Council to give the time and attention to Poor Law purposes which is required?—I think it would not. I think if members of the City Council were put on a Poor Law Committee, of the council we will say, they would have to give their whole time to Poor Law work, and they would not be of any use for any other part of the council's business. You would either have to have a very large council in order to do that, or else you would impoverish the other departments of the council's work.

40091. I suppose the work that you, with your great experience, would say is by far the most difficult that a guardian has to do, is the work of sitting on out-relief committees, and deciding on the different cases which come up?—I think so. There are a great many difficulties in the other departments, even with the children, and so on; very often very difficult questions arise on how to treat the children, whether to adopt or not. But still, the Relief Committee is certainly the bottom of it all.

40092. Would you say that the very essence of good Poor Law administration was making detailed and close investigation in each case?—Yes. I think everything depends on the first inquiries, and the thoroughness of those inquiries which are made by the officers, and on the understanding of them by the committees, in order that the committees may know how to deal with the different cases.

40093. The committees really have to act in a judicial capacity, do they not?—Very much so.

40094. In your judgment, I gather that it would be detrimental to attempt to transfer this class of work to people who were untrained or unaccustomed to it?—I think so—very much indeed.

40095. Therefore, whatever changes are made in the law, you would be in favour of a body being elected for the special purpose of administering the Poor Laws?—Very much so indeed; I very strongly feel that. I think that the effect of the Education Act in putting under the council the matter of education has drawn away many councillors and aldermen from work in which they were exceedingly useful in order that they might devote themselves entirely to education. I think that has been a cause of weakness. We had fifteen extra people specially at work on this subject before; now, the same number

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of people have to be taken out of the council to do the work of those extra fifteen, which I think is a very great disadvantage. I have seen it personally. Some of the members who were very useful in particular committees of the council, are now of no use in those committees, because they have to give their whole time to the education question.

40096. Therefore, you would argue from that, I take it, that to add another duty of a very special and onerous character on to the council would result in a still further abstraction of useful members from the general work of the council?—I think it would be a desperate mistake. That is my opinion, and I am both on the council and on the guardians.

40097. Coming now to some of the characteristics of your administration, I think you adopted some years ago a system of character classification, did you not?—Yes, we did.

System of
character
classification
at Sheffield.

40098. Have you found that that has worked well?—Very well indeed, I think.

40099. Your classification applies not only to the in-door inmates, but also to recipients of out-door relief, I understand?—Yes, it does. I have not seen so much of it personally in the out-door department, but I know of course that the scale of relief there is in accordance with character.

Classification
of indoor
paupers.

40100. As regards in-door relief, I assume that the master or some authority has the power of putting persons back from Class A. or Class B. if they misconduct themselves?—The master does it temporarily, but that has to be confirmed by the Classification Committee which meets once in five weeks. I do not think they are ever put forward without the Committee doing it.

40101. Is the putting back a sort of punishment which is much felt by the person to whom it is applied?—Yes, it is very much felt in many cases.

40102. I presume that this classification allows order and discipline to be easily maintained?—Yes, I think so. It helps the discipline very much.

40103. Would you say that it rather raised the standard of workhouse life?—Very much so indeed, as far as the better classes are concerned. They are very happy.

40104. What is the main characteristic of Class A. when in the workhouse? They have a much greater extension of personal liberty, and they are allowed to go out very frequently, are they not?—Yes.

40105. Are they allowed to go out every day?—The idea is that they shall have a card which they can show at the gate, and be able to go out whenever they want to. We have very large grounds attached to the workhouse, and most of these old people do not want to go further than to have a walk round the grounds. The door of the particular airing grounds for Classes A. and B. is supposed to be open, so that they can go beyond if they like. The cottages are quite outside the workhouse wall, and the inmates of those are, therefore, quite free.

40106. Then the C. Class; would they have equal liberty to go out?—No.

40107. In what way would their liberty be restricted?—They would go out on leave at certain specified intervals.

40108. I assume that if a person in Class C. behaves well, and does not abuse his privileges of leave and so on, he would have a chance of getting up into a higher class?—Yes, he would. I think we might improve this arrangement. I think we might regularly have a roll call of those in each class and consider whether they should go up or down. The idea of it is that they should go up. At the same time we depend very much more on their antecedents and character before they come into the workhouse than on their conduct in the workhouse itself. I remember Major Ballantine, the master of the Manchester workhouse, saying that some individuals who were very good in their conduct in the workhouse, he had sometimes found when outside the workhouse using bad language and altogether showing that they were not really at all satisfactory. Therefore, I think it is much better to depend on the inquiries we make as to their previous character than on their conduct in the workhouse. Still, I would give them a chance of getting up into a higher class.

40109. Let us follow up that idea and assume that a person of good character came for relief and was put into

the workhouse; would you put him into Class A.?—We should put him into Class B. We should only put them into Class A. if they were of very specially good character and had been in the union a certain length of time. System of character classification at Sheffield.

40110. If previous character is the foundation of the original classification, I assume conduct in the workhouse is the test as to whether they are to be moved up or down from the class into which they are first put?—Yes, that is so.

40111. Are many moved up from their original class?—No, I do not think there are very many. I think, as a rule, they stay in the place where they were first put. Still there are a few changes made every meeting.

40112. To put it in other words, you find that the classification you make before they come into the workhouse is sustained by the conduct of the individual in the workhouse?—Generally, that is so.

40113. Now as regards out-door relief, you classify that too, and give a different allowance, do you not?—Yes. The maximum that the District Relief Committees are able to give without referring to the general Out-relief Committee or to the board, varies up to 5s. in Class A.; Classification up to 4s. in Class B.; and up to a lower figure in Class C. of outdoor. But we do not always give the A's or B's the maximum paupers. amount if their circumstances do not require it.

40114. What is the theory underlying that? Is it that you give out-door relief in order to provide persons who are otherwise destitute with what you believe to be the necessaries of life?—Yes.

40115. Then what is the principle on which you give more than that to the well-conducted person?—I do not know that I can say that there is any theory which one can put forward, only that very often the more indifferent classes are hiding something from us, and very often they have some other means of livelihood that we do not get to know of. Generally, with the best class, we have every reason to believe them to be perfectly honest in their statements. So that there is a certain reason in it from that point of view. I have referred, I think, in some part of my statement to the position of the Local Government Board with regard to dietary—that all must have enough and none ought to have too much; and yet that we want to give rather a better dietary to the better classes, or a more appetising dietary than we give to the lower classes, and we think it is worth while to do so. Still, that does not necessarily mean more money.

40116. The statement you make in Paragraph 7 refers to the indoor paupers, does it not?—Yes, but still the same principle rather applies to outdoor relief.

40117. Is the supposition that the lower classes of applicants have some resources behind them sustained by subsequent experience as a rule?—I do not know, and I could not press that point very far. There is no doubt that we do find out from time to time that we are imposed upon, and it is likely that we are more imposed upon by the people of the worst character.

40118. But the supposition is that the members of Class A. have told the whole truth?—Yes.

40119. You, I think, were rather the fathers in that part of Yorkshire, of the scattered homes system?—Yes, we began it. Success of Sheffield scattered homes for pauper children.

40120. Has it been satisfactory in every respect?—Yes, I think so in every respect. We do not profess to turn out all good people from it; there are some who, unfortunately, are bad. But we often wonder that they turn out as well as they do because of the terrible bringings up that some of them have had.

40121. You have now been able to test the results as regards those who have passed away from these homes, and, as I understand, you are fairly satisfied with them?—Yes, we are, I think they have done a great deal better than we were able to do with the same class previously, there is no doubt about that.

40122. Previously, you had a school in the workhouse for the children, I think?—Yes, we had a school in the foster-workhouse when first I was on the board and indeed, until thirteen years ago. Selection of mothers and the proper number of children to each foster mother.

40123. Have you much difficulty in getting proper mothers for these homes?—No. We take a great deal of pains about it. We always go to visit them and so mother.

Selection of foster-mothers and the proper number of children to each foster-mother.

on before we engage them, and so make sure we have got the right sort. We generally have quite as many applicants of a suitable character as we have vacancies.

40124. I gather that your experience points to eleven children as being about the proper number?—We did fix it at twelve and we drew up a plan for a home on that basis, but the Local Government Board said there was only room for eleven in that, and, therefore, we went to eleven. But if we were pressed at any time, we should put another in and report it weekly, I suppose. We got the idea of the smaller number from Bradford. They were going in for eight at that time, but we thought that was going a little bit too far, so we fixed it at twelve; some wanted ten; and some wanted twelve, but twelve was carried though, and these homes were built and certified for eleven. We generally only put ten into them unless under an emergency.

40125. Are all your children now in these scattered homes?—They are all at head-quarters or in the scattered homes.

Relative cost of scattered homes and boarding-out: advantages of former over latter.

40126. How does the cost of scattered homes compare with, say, boarding out?—Is it much heavier?—Yes, it would be more expensive than boarding out, but boarding out, of course, is not applicable to nearly all the children. I think the scattered home system has very great, and very many advantages over the boarding out system. I have mentioned a number of the advantages that we claim for it in my statement, but one of the advantages that I have not mentioned is that the scattered home system is not open to abuse to the same extent that other systems are. The children in these scattered homes go to both day and Sunday schools, walking backwards and forwards with their companions, and so on, so that if they are ill-treated they can tell of it at once to somebody outside, and it will get to be known. In a village where they do not go outside at all, I think there is very much more room for ill-treatment than there is in our homes; and of course in boarding-out, when they are only visited quarterly or something of that sort, there is a great deal of room for abuse.

boarding-out within and without the union at Sheffield.

40127. Have you any children boarded out now?—Yes. We have a few boarded out within the union, and quite a number, thirty or forty I think, outside the union in different country districts.

40128. I suppose your experience as regards the boarding-out system would point to its having limitations, and to the necessity of its being very strictly supervised?—I think so indeed. I should not at all like to see it extended unless the supervision could become more thorough.

40129. Is your supervision of children boarded out within the union effective, do you think?—I think it is fairly effective, but we have not found that we get really satisfactory homes within the union, and so we much prefer to keep the children in our own homes under our own eyes. The fact is we have not boarded out any within the union for a considerable time, and those that have been boarded out have most of them grown out of it and are now over age.

poor Law girls placed in domestic service.

40130. Now as regards the girls, they are mainly placed out as domestic servants, are they not?—Almost entirely. There have been certain cases where the children were cripples, or where there was some defect in health, and some of these cases we have sent to the Flower Girls' Mission in London, and they have been taken in by Mr. Groom to be taught artificial flower-making.

difficulty of placing boys in indoor apprentices.

40131. And as regards the boys, I think you found it very difficult to get them placed as indoor apprentices?—Very difficult indeed, except as colliers. We can get any number of them out as colliers. But we do not want to send them all to that occupation.

40132. What do they do as collier boys?—I suppose the first thing they do is to drive a pony in the pit.

40133. They do not pull the trucks then?—No, I think not. I think they drive a pony or do work of that sort.

40134. I am afraid I am rather ignorant, but what is the difference in a trade between an indoor apprentice and an outdoor apprentice?—An outdoor apprentice is one who is apprenticed to the trade, but does not live in the master's house.

40135. But the work is the same in both cases, is it?—Yes.

40133. You have established a working boys' home for these out-apprentices, have you not?—Yes. That

is comparatively new, and we can scarcely have had sufficient experience to judge much of its success.

40137. We have visited one of these homes. You have a system, I think, by which the wages are paid to the matron, or whoever is looking after the home?—Yes.

40138. And a certain allowance is given to the boys for pocket money?—Yes, and something is put into the bank.

40139. That was not apparent from the accounts that we saw, because the money was stated to be handed over to the guardians. What sort of proportion of their wages do you put into the bank?—No definite proportion of wages is banked, but the boys are encouraged to deposit a part of their pocket money. I find little is done except by those who receive a good many "tips." The guardians are already considering this question. *The witness subsequently sent the following explanation:—*

In reference to this, I have made careful enquiry, and find that in almost every case some money has been deposited, but the amounts are not, I think, as large as they ought to be, and the matter has already been taken up by the guardians.

40140. I suppose that what they give to the matron does not cover the cost of their maintenance?—No, it does not cover that. When their wages have got to the extent that they are able to cover the cost, we should say that then it was time for them to find their own lodgings.

40141. The principle which seems to govern your administration is to try and ascertain the character of the people by exhaustive enquiries rather than by merely applying the workhouse test?—That is so. We are very much against applying the workhouse test, especially if the people have any furniture or anything of that sort or any place to live in; because when once the workhouse test has been applied, the probability is that they will have to stay there if they accept it. No doubt in certain cases we should save funds, because people would not go into the workhouse, as they would rather live a miserable existence outside.

40142. In your system, the workhouse is the last resort?—Quite so. If their character is distinctly bad, we should give them a workhouse order. I do not think we have an allowance for Class D, and if the people in Class D apply for relief, I think they would be offered the workhouse.

40143. Have you sufficient officers to be able to ascertain what is the character of the dwelling and of the surroundings of the people to whom you give this out-relief?—Yes, I think so. We attach a great deal of importance to those officers, and we have increased their number lately from five to six. Then we have a superintendent of out-relief and a cross visitor with an assistant. They visit all the new cases and occasionally the old ones. Then the relieving officer must visit every case at least once in three months, as we only make the orders for thirteen or fourteen weeks.

40144. I suppose you occasionally have to remove into the workhouse people whose surroundings are unhealthy and insanitary?—Yes, we should not give them out-relief. Then, for instance, an old person who seemed very miserable and unhappy with a great number of grandchildren about her we might think that she would enjoy the quiet of the workhouse, and we might give her a workhouse order.

40145. As regards the general duties of guardians, you make various suggestions, but I suppose what you would really like is a codification and simplification of the law?—Yes. I mention that in the first part of my additional notes. There should be a new law, an elastic law, and then a general order (subject to modification) which should include the old Consolidated General Order and all the others that have been made since.

40146. We have had some evidence from local administrators of the Poor Law that they think boards of guardians have got almost too great optional powers in certain directions, but that boards of guardians were interfered with too much in small details by the Local Government Board. I see you would like the orders to be even more elastic than they are?—I should; I think in many cases it would be very desirable. I think in matters of expenditure that perhaps there should not be very much more elasticity, but in little matters of trifling arrangements and so on it seems to me a great pity that we should have to refer to the Local Government Board. I believe we should get better guardians if they

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Home for pauper out-door apprentices at Sheffield.

Poor relief principles at Sheffield.

Sufficiency and method of inspection of out-relief cases at Sheffield.

Removal to out-relief of persons living under insanitary conditions.

Need for revision and codification of Poor Law Statutes and Orders.

Need for greater freedom from Local Government Board control in matters of detail.

- Mr. J. W. Wilson. did not feel themselves to be in quite such tight leading strings.
- 12 Feb. 1907. 40147. Then you would define more clearly the principles of the administration of the Poor Law?—Yes.
- Need for more clearly defined Poor Law principles. 40148. But you would not wish to make those more elastic?—No, not the general principles, I think.
40149. But in the administrative details arising out of their application you think more option should be given to guardians than they at present possess?—Yes.
- Need for guardians having greater freedom from Local Government Board control in matters of detail. 40150. (*Sir Samuel Provis.*) What other sort of details have you in your mind in which you think the guardians are unduly interfered with?—I think they have to report a very great many things to the Local Government Board, and especially they have to ask permission about a great many things where they might be left a little bit more to their own discretion.
40151. Have you got classes of things in your own mind in which you think greater freedom might be given to the guardians?—There is one thing which our clerk has suggested. We can send children to certified homes without any inquiry of the Local Government Board, but if we know of some good home that is suitable for the particular character and class of child we have to deal with it is necessary for us to apply specially to the Local Government Board for permission to send the child there and to pay for the child.
40152. Is that not quite right? The object of having certified schools is that it can be ascertained that the schools are suitable for these children to be sent to; and if the guardians could send to places that were not certified there would be no use in having certified schools, would there?—There is a great deal to be said for that view I quite admit, and I do not know that I should press that point further. Personally, I have got on exceedingly well in my administration with the Local Government Board, and I have generally found them exceedingly ready to help things forward. But we thought at the beginning of our scattered homes system that they were rather conservative in their ideas.
40153. It was a new experiment then, was it not?—Yes, it was a new experiment. We are getting on very well now, and the thing has taken on thoroughly.
- The proper number of children for a scattered home foster mother. 40154. With regard to those scattered homes, are you satisfied that fifteen children are too many for one foster-mother?—Yes, I think so. I think she must certainly have some assistance in the way of a charwoman or something like that, unless she happens to have several older girls, which generally she has not. We have rather a difficulty in having in each home one girl who has left school.
- Character classification as affecting workhouse accommodation. 40155. With regard to classification, you classify according to character I understand?—Yes.
40156. Have you found that that has made a considerable demand on your space?—It does in some cases. It might need some amount of structural alteration and so on in some places to do it, because there might be more variation in the inmates.
40157. Is your workhouse very large?—It is built for about 1,800 I think.
40158. Having a building as large as that would facilitate your making those divisions, I suppose, would it not?—Just at present in regard to the men in Class A and Class B, the better class men, we have not a day-room which is really small enough for them, and they are occupying a larger room than they need do. We have got a scheme in view which will probably meet that case. Of course that room might be divided.
40159. Was it the case that you had more people in the workhouse before you adopted this plan, or were you able at once to provide in this way for the usual number?—When first we began with the classification we were so crowded that we could only imperfectly carry it out; but we made some extensions, and I think now we are not quite as full as we were at that time.
- Situation, etc., of aged people's cottages at Sheffield. 40160. I think you said your cottages for the aged are outside the workhouse walls?—Yes, they are.
40161. Does the master look after them, or do they have a separate person to look after them?—The master looks after them. It is really a part of the workhouse, but they have a separate entrance. There is a way between, but it is kept locked. There is an outside gate which is kept open for them to go in and out.
40162. Do they have their meals in the workhouse?—No they have their meals in their own rooms.
40163. (*Miss Hill.*) With regard to your objection to the idea of transferring the Poor Law work to the municipality, do you think it would lose in dignity if it were done by a committee rather than by the main body?—Yes, I think it would. But I think the main objection is that it would require such a very large council to be able to pick out of it a committee to do the guardians' work that it would make the council unmanageable.
40164. At the time of election, candidates would not know really whether they would be undertaking Poor Law work or other work?—No, they would not at all.
40165. Therefore, those people who are especially interested in Poor Law work might hesitate to come forward, not knowing perhaps what would be the work which would be delegated to them?—Quite so. Of course they might have such questions as drainage referred to them which they would know nothing at all about.
40166. The experience that would be required for drainage and road and assessment work would be rather different to that which is needed for Poor Law work?—Yes, I should think so.
40167. Therefore, you think there should be a special body for Poor Law purposes?—Yes, I think that is most important.
40168. And you think that the Poor Law work is quite enough to occupy their time?—Quite.
40169. (*Mr. Patten-MacDougall.*) In answer to the Chairman you said that the cost of the scattered homes system was considerably greater than that of boarding-out. Can you give us any figures as regards that?—Can you say, for instance, what is the cost of the scattered homes system per head?—The total cost is something like 10s. or 11s. per week, including capital charges, officers, and everything.
40170. 10s. per head per week?—Yes.
40171. (*Mr. Phelps.*) You classify your outdoor relief cases, I think you say?—Yes; partly so that if they have to go into the house we may know which class they are on. It is done for the other purpose too.
40172. With regard to the best class of those, should you be in favour of removing the disfranchisement?—Yes. I think that would be a very good thing indeed—if it could be done in regard to the highest class A, and class B perhaps.
40173. What kind of test do you use in classifying applicants for outdoor relief?—It is a character test—whether they drink, for instance. The question of providence is supposed to have some influence on it, but you can never judge very much from that, because there are a great many people who have never had an opportunity of saving anything.
40174. Your test is more negative than positive, then?—It is their general character, their reputation in the neighbourhood where they live, and so on that we go by.
40175. With regard to the best class, do you co-operate charitable funds or charitable bodies at all?—We have not had any Charity Organisation in Sheffield and no public body of that sort with whom we exactly could co-operate; but we are just now establishing a Guild of Help in Sheffield, and we anticipate a good deal of co-operation.
40176. What direction would that take?—That will divide the city into a very large number of small districts, with a helper or a friend in each to look after the people and to try to keep them from coming to pauperism.
40177. Would that lighten your work, do you think?—I hope that there would be a great number that would apply to that institution and would be visited and helped in some way and got into some better position, so that they would not need to come to us. They would certainly prefer to go to an organisation of that sort rather than to the parish; they would generally go there first, I think.
40178. Do you look forward to Class A being entirely taken off your hands?—I should think that is quite

establishment of
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possible, but I do not know. Unless this organisation gets very large funds they will be almost obliged to recommend a case to us and say, "They have no means of subsistence at all, but they are first-class people; can you not put them at once into your Class A?"

40179. Do you look forward to a time when the board would refer to the society any cases coming before it which suggested that they should be put in Class A?—I think that will be so. I think if they come to us and only want some temporary help to get over a difficulty and so on, we should probably say, "You had better go and see what they can do for you." But then, as I say, we have not had much to do with charitable organisation. We have got what is called a House of Help for Friendless Girls, and if applicants to us have a daughter who is not out at service because she has not got clothes we say, "Go to the House of Help and see if they cannot help you to start her."

40180. Have you any large endowed charities in Sheffield?—No. I think almost all our endowments are just given in the way of annual doles or something of that sort.

40181. Do you not think it would be possible to co-operate with them?—I do not know, but I think it is more likely that this Guild of Help will co-operate with them and work with them.

40182. Do you think a time might possibly come when they will render all out-door relief unnecessary?—No, I do not think so at all; not in my time.

40183. Would you look forward to that as an ideal?—I do not think so. I should not like to see in Sheffield the state of things which obtains in some of the unions where there is no outdoor relief given or scarcely any. I think outdoor relief is the right thing, if you are quite satisfied that they are deserving.

40184. If you had a well-organised system of charity do you think you could look forward to its covering all those cases?—If it is sufficiently large to do so, yes; but I cannot say that I have much hope in that direction.

40185. (*Mrs. Bosanquet.*) I think that your girls after they leave you are looked after until they reach the age of twenty?—Yes, that is so.

40186. Is there any one who looks after the boys when they are placed out?—Our superintendent of the Children's Homes keeps the boys in hand and visits them; but I do not know whether he goes quite so far as twenty, though he may do so sometimes.

40187. Does he report on them to the guardians?—Yes.

40188. Does any one look after the boys who go to the Colonies?—The only boys we have sent to the Colonies have been Roman Catholics, who were sent through some of their emigration societies, and a number who were sent through Dr. Barnardo's Agency. Dr. Barnardo's Superintendent in Canada looks after them splendidly, and I think the annual reports are very good reports indeed. They are full reports, and we are very much satisfied with those who have emigrated through that agency.

40189. And the boys who go to the collieries, are they looked after?—They are looked after fairly well by the superintendent, but not by anybody else.

40190. Does he go to visit them?—Yes.

40191. Does he report on them also?—Yes; he makes periodical reports.

40192. Do you know about how many boys there are in the collieries?—I do not think there are more than from a dozen to twenty. We send some to the training ships, but they are generally the rather incorrigible ones.

40193. (*Mr. Gardiner.*) Have you any records of the results obtained by the old schools which were abolished about 1893?—I do not think we have.

40194. In those days, I suppose, you never adopted any system of record so that you might now say what has been the result of the Scattered Homes System as compared with the old school system?—I know this that the girls get better wages when they go from the Scattered Homes than they used to do when they went from the workhouse. They seem to get to understand housework beforehand in a different way. But there were some who went out from the schools and did very well; there is no doubt about that.

40195. In reference to what you were saying to the Chairman about the difficulties you have with the Local Government Board, would they be overcome, do you think, if you saw more of the Local Government Board inspector?—I dare say some of them would.

40196. Do you think your inspector's area is too large, having regard to the help, that he could give you?—I should think he could not give us much more attention than he does.

40197. Is that owing to the size of his district?—His district is the whole of the West Riding and part of the East Riding, I think.

40198. Would you recommend in your area a smaller district?—That is not a matter to which I have given any serious consideration, but I should think that that would be an advantage.

40199. Then going to the size of your own union, are you satisfied with its size, or would you like it enlarged?—I think the only reason that I should care about its being enlarged would be so that it should cover the whole city and so make settlement questions less troublesome than they are now between the two; otherwise I think our workhouse is quite large enough.

40200. Supposing the city area became the unit of administration, do you think that would be satisfactory?—I think it would be a great advantage in certain ways, but we should want a larger board, and we should probably want two or more different workhouses.

40201. Would that not make classification more easy?—Yes, I think it would.

40202. Now as regards the training of your officers; have you given any thought to the training, say, of your relieving officers?—When we have had a new relieving officer we have generally tried to arrange for a cross-visitor or one of the older officers to take him in hand and work the double district between them, or something of that sort.

40203. Would you like to see a kind of civil service established for Poor Law officers?—I have never thought of it.

40204. Have you ever known cases where the relations of guardians have been candidates for and have been appointed to offices to which the guardians appoint?—I do know one case where the relative of a guardian was appointed, and I believe he was a very good officer; but I do not think I have heard of other cases.

40205. Then you do not think the system has worked badly?—I do not think there has been a sufficient number of cases. There has certainly been no abuse of it that I am aware of.

40206. What is your experience of guardians themselves resigning their office as guardian in order to apply for a post under the board?—We have no case of that sort.

40207. (*Mr. Bentham.*) With regard to the children, do you approve of boarding-out at all. I understand you to say in answer to a question, that you prefer to deal with all children on the Scattered Homes principle?—I referred especially to boarding-out within the union when I was saying that. I think it is very desirable sometimes with weakly children to take them far away and get a change of air; and sometimes with children who have parents who are troublesome it is good to get them away from the neighbourhood.

40208. You are referring now to children who have been adopted under the Poor Law Amendment Act, 1899, are you not?—Yes.

40209. And you would prefer to board those out rather than to deal with them in the Scattered Homes, would you?—I should not prefer that in the case of all adopted children certainly. A great many of them are orphans who have nobody concerned with them at all, and I think we can do for them better than anybody else can.

40210. Then you would only board out those who have undesirable parents in the neighbourhood?—Either parents, or aunts, or uncles or something of that sort in the neighbourhood.

40211. Would you board out deserted children?—Certainly.

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Question as to size of general inspector's district.

Proposed enlargement of Poor Law area and its effect.

The training of relieving officers.

Advantages of scattered homes for children, but need for other methods of dealing with exceptional cases.

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40212. It follows therefore that one system of dealing with children could not be adopted with advantage?—No, I do not think it could; the boarding-out system certainly could not.

40213. Nor the Scattered Homes system, could it? Really it is a question of dealing with each child according to its condition and surroundings, is it not?—Yes. Still I think the Scattered Homes can practically be used for all children unless they have very undesirable relatives in the neighbourhood, or unless we think their health would be greatly improved by some different air.

40214. Of the various systems you believe that the best is to deal with them in Scattered Homes, barring those exceptions which might be better dealt with in other ways?—Yes.

40215. Either through institutions, or by boarding-out without the union, or in such other way as would meet the real need of the particular child?—Yes. We deal with them in a great variety of ways and we send them to different institutions.

40216. Do you know from memory how many children you have adopted under the Act?—I do not know, but it is a very considerable number.

Criticism of
Sheffield
Scattered
Homes for
children.

40217. If you had to begin again with the experience you have already got, would you provide so much accommodation at the Central Home?—No, certainly not. That is the greatest mistake we made as pioneers. I think we should probably have four small cottages, two each for Protestants and Catholics (boys and girls).

Assistance to
foster-
mothers and
the proper
number of
children to
each mother.

40218. With regard to the number of children who are accommodated in each home, does it necessitate assistance being given to the mother?—In the case of those who have only the smaller homes—where there are eleven children—we give them some assistance in the clothes-making but not in the housework or washing.

40219. Do they do their own baking?—No, very few of them do.

40220. What about the washing, do you say?—They wash all the smaller things but the sheets and the blankets, and things like those go to the central laundry.

40221. Is there no charwoman allowed?—Not in the small homes, but there is in the larger ones.

40222. Do you think a mother can look after eleven children and do all that work?—Yes, we think so. If she happens to have no child over school age we might give her half a day of a charwoman per week, possibly.

40223. Do you arrange to put some older girls in these homes to assist in the house-work and be trained?—We try to have one in each home as far as possible, but we very often have a home without them.

Method of
utilising
cross-visitors'
reports at
Sheffield.

40224. With regard to the out-relief, how are the cross-visitors' reports dealt with?—We had the system of a superintendent of out-relief and a cross-visitor—that is two different officers. We have now adopted the plan of the superintendent being the cross-visitor with only an assistant. The superintendent in either case has the whole information from the cross-visitors as the results of their visits, and he sits with the Relief Committee and puts in the information that he has got to supplement, or possibly correct the information which the relieving officers lay before the Committee.

40225. Then the report of the cross-visitor is not an independent report which is laid before the guardians in order to check the relieving officers' information?—No; it is not sent to them in that way; that is, it is not delivered in writing. The cross-visitor is there personally or by his superintendent, and if the relieving officer on a new case does not give all the facts the superintendent says, "You have missed an important point so and so," and tells the Committee.

Question as to
sufficiency of
inspection of
out-relief
cases at
Sheffield.

40226. With the large number of people who are in receipt of out-door relief, is it possible for a superintendent relieving officer with an assistant to cross-visit all the cases within the three months?—No, I do not think it is, and I do not think they do that. They visit all the new cases if possible before they are presented, but I daresay they would think that if they visited the old-established cases in the half year, or in the year even, they had done as much as they could.

40227. Then changes of circumstances in the meantime

may be liable to escape the notice of the officers?—That is just possible.

40228. Have you any system of revision, that is, do you go through the whole of the cases by a Committee?—No.

40229. There is rather a large number in proportion to the population in receipt of out-door relief in Sheffield, is there not?—Yes, I believe it is rather large.

40230. Do you attribute that to the conditions of labour in the district?—I do not know, I am sure. I think it must have something to do with them. There is not so much employment for women as there is in the Lancashire towns, but still there is a good deal of employment for women with us.

40231. Do you suffer somewhat from the early age at which men are dismissed?—I think we have suffered very much in that respect. Coming to the unemployed question, of which I do not know very much, I think where we suffer in Sheffield more than anything else is where a Government order comes in for armour plates and things of that sort, which is a large order generally, and there are a great many men drawn in from other places; and then when the order is finished and there is no other order to take its place, a very large number of the men are dismissed.

40232. (Chairman.) A certain proportion of the men so drawn in are unskilled men, as a rule, are they not?—Yes; almost all of them are labourers.

40233. They are drawn in to work with the skilled men on the heavy ordnance stuff?—Yes, I think that is it.

40234. Following up Mr. Bentham's question, have you noticed in recent years a diminution in the working age of the people, that is to say, is it more difficult for a man to get employment now as he gets older?—Yes, I think I have noticed that; their age is looked to very much more.

40235. Some people attribute that to the Workmen's Compensation Act?—Yes, and I have heard that too.

40236. But you have nothing beyond an impression on this point?—No; but I think that the Act must have some effect in that direction.

40237. (Mr. Bentham.) Do the guardians sit on the Committees which administer relief in the districts they represent?—Very rarely. Sometimes one member of a Committee may possibly be the representative of a part of the district which the Committee deals with. We did go on the principle at one time that the Committee should be composed partly of those who are resident in the district and partly of those who are not; but we have got gradually into not having them representative at all. The evil of it in some places has been very great indeed, where the guardians forming the Committee have entirely represented the district in which they sat.

40238. Are the Committees selected by resolution of the Board?—Yes. There is generally a Committee of Arrangements appointed to arrange the committees, and then they are passed by the Board.

40239. With regard to the disfranchisement of people who are in receipt of medical relief, if persons are admitted to and discharged from the Poor Law hospital direct are they disfranchised in Sheffield?—They are I believe, as we have it now. We have tried to avoid that, and we did avoid it in a case where there was some particular complaint. I think we had a great deal of typhoid fever or something of that sort. We did it by the overseers not reporting the cases, or by the cases not being reported to the overseers.

40240. Was any instruction given to the relieving officers by the guardians not to report those cases to the overseers?—Yes; I think it was a kind of mutual arrangement that was made between the guardians and the overseers.

40241. Has any test case been taken before the revising barrister?—I think not, but as you are aware probably, in some places it is a regular thing; in Birmingham, for instance, I think they do not take any notice whatever of their having been in the union hospital.

40242. With regard to Paragraph 2 of your additional notes, in referring to destitution you say, "destitution should not be a necessary preliminary condition entitling to relief." What had you in mind when you wrote that? What I have in my mind is that I think more effort should

Large pro-
portion of
out-relief at
Sheffield and
question as to
its causes.

Effect of
Government
work on un-
employment
in Sheffield.

Effect of
Workmen's
Compensa-
tion Act on
working
period of a
man's life.

Question as
to guardian
administer-
ing relief to
their own
constituents

Method of
appointing
Relief Com-
mittees at
Sheffield.

Non-uni-
formity of
practice as
to disfran-
chisement &
medical relief

Proposal to
grant relief
to non-desti-
tute persons

Proposal to grant relief to non-destitute persons and question of such persons being dealt with by charity.

be made to save people from being destitute, and that they should be saved in time, instead of waiting till they have lost everything and sold their goods and so cannot take in lodgers or do anything to support themselves. They want often a little temporary relief at a much earlier stage; and that would save a great deal in the long run.

40243. Suppose a person had an investment bringing in a small annuity which was not quite sufficient to live upon, would you say that that was a case which should be relieved by the Poor Law?—Yes, I think I should.

40244. Even though the principal might be withdrawn from the bank for the purposes of maintenance?—Yes. Perhaps it should be for a few weeks or a few months only. I should think that was just the kind of case. It would be a very great shame if nothing could be done. Help might be given, something in the way of purchasing an annuity with the money and then making it up, because of course, you do not exactly want that person to leave money behind him.

40245. (*Chairman.*) With regard to the machinery for doing this and the cost of doing it, would you propose that that should come out of the Poor Law, or would you try and affiliate with the Poor Law charitable machinery which could do that?—Do you mean this Guild of Help that we have got?

40246. I was taking the case Mr. Bentham put to you. Here is a man who has an annuity or has saved money which is not sufficient to keep him, and you would like to supplement that so as to give him an adequate maintenance; would you propose to do that out of the Poor Law?—I think it might be done in some way in connection with the Poor Law. But it seems to me that there is a point—the very last point of all that I mentioned—that while it would be a great pity for the money to be all spent in a short time upon the person, on the other hand the money eventually ought to come into the hands of the guardians, that is to say, a person in those circumstances should not be in the position of leaving money behind him to somebody who did not need it perhaps.

40247. (*Mr. Bentham.*) Would you not prefer to see this kind of work done by a closer co-operation with charitable agencies?—I should think it would be better if it could be done so.

40248. (*Mr. Lansbury.*) To follow up that point, there is not any reason why private charity should not do it now, is there?—No, I do not think there is any reason why it should not, but it does not.

40249. If anybody wants to do it there is nothing to stop them from doing it, is there?—No; I do not think so.

40250. If there are people in Sheffield who are willing to subscribe the money to prevent you bringing Class A. on to the Poor Law, there is nothing in the world to prevent their doing it just as they subscribe to hospitals and all the rest of it?—That is so; but people are not very apt to subscribe to things that they think can be paid for out of public funds.

40251. Is that not just the rub of the whole business—that people do not care to subscribe in this sort of way, and therefore they do not subscribe?—Yes.

40252. And consequently a person is obliged to go to the Poor Law?—Yes.

ut-relief allowances at Sheffield.

40253. Can you tell me how much it costs for your Class A., your very best class who get out-door relief?—Five shillings per week is the maximum.

40254. Could you tell me what the total is in a year?—No, I could not.

40255. Do you think that if you were to set up an organisation in Sheffield there are sufficient people there with money to subscribe the necessary amount?—They could do it, if they would, I think.

fficulty in obtaining descriptions of voluntary hospitals at Sheffield.

40256. But would they?—I do not think they would.

40257. Have you any voluntary hospitals in Sheffield?—Yes, we have four.

40258. Do you have much trouble to get the funds for those?—They are always behind-hand I think, more or less.

40259. So that the charitable people have plenty of opportunity to subscribe to these things already if they want to do so?—Yes.

40260. It is very difficult to get them to subscribe to them, is it not?—Very difficult indeed. All the smaller charities, the Servants' Home to which we send our girls for example, which is a voluntary institution, find it very difficult to get the money necessary to carry them on.

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40261. So that there is not much encouragement to hope, either in my time or in your time, that by voluntary agencies we are going to get rid of out-door relief?—I think there is very little hope.

40262. Are you in favour of national old-age pensions paid for out of the Consolidated Fund?—I am very doubtful about that, that is to say, about its being a universal thing.

Extended poor relief with character classification preferred to universal old-age pensions.

40263. But for your Class A.?—My impression is that with an extension of the Poor Law, and with a character classification, it might be dealt with much better than by giving everybody, however badly they have lived their lives, a pension at a certain age.

40264. What is the percentage of bad people that you would have to deal with?—It is very large indeed 75 per cent. at least, I should think.

Character classification of workhouse inmates at Sheffield.

40265. So that only 25 per cent. of your applicants belong to Class A., is that so?—Not so many as that belong to Class A.; but if you take Classes A., B., and C. I should think there would be very nearly 75 per cent. of the grand total in Class D., the fourth class. That is, as far as the workhouse is concerned; I do not think I can speak with positiveness with regard to those outside the workhouse.

40266. All those who get out-door relief are decent people, are they not?—Fairly so.

40267. What do you term a "bad person," I mean what are the qualifications for getting into Class D.?—If you will permit me I should have to modify slightly what I have said about the 75 per cent. I should say that that applies to the workhouse only and not to the outside.

40268. I should think that the outside cases, if you have any classification at all, must be rather better. But what I want to get at is this—when you write down a man as a wrong 'un, what do you have in your mind concerning him?—I think that he has wasted his money on drink very much, not necessarily very frequently drunk, but that he has wasted his money. These people in many cases are people of immoral character, but still drink is the main thing, I think; that settles the question.

40269. Taking it for granted that your information spread over a period of forty or fifty years is always correct—you think that on that information a man's present character ought not to be judged at all, but he ought to be put into a class because of what he has done and what he has been, and not because of what he is now? I understood that was the line you took in the workhouse?—What he has been and what he is at the time that he comes into the workhouse I should say. It would be what he was up to the time of coming in. I think if a man were said to have been a bad character but to have reformed and to have become very different recently, he would not be put into the worst class.

40270. Do you think you are able to really judge of a man's character, and of all the circumstances that may have led him to drink and all the other circumstances of his life, and to pass a kind of final judgement on him in that sort of way?—I do not want to call it a final judgement, because there is a chance of their rising. It is rough and ready, there is no doubt to a certain extent, but I think it is better than the old plan of mixing the vile with the really deserving.

40271. Do you give out-door relief to widows with children?—Yes.

Method of relieving widows with children at Sheffield.

40272. Have you any objection to boarding the children out definitely with their own mothers?—We have not done it certainly in that way. We cannot board them out with relatives under the Boarding-out Orders, I think.

40273. You could give them out-door relief with their relatives, could you not?—Yes, and we do.

40274. Do you give them anything like 10s. per week per head?—No, we give them 2s. per child as a rule.

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Method of relieving widows with children at Sheffield.

40275. Why should you not give the mother more than that to enable her to bring up her children decently?—I do not know. We have sometimes adopted the plan of relieving the mother if, say, she has four children by taking two of them into the Homes if she can manage to get on with the other two.

40276. Is not the principle underlying your Homes that you want to dissociate a child from the workhouse in the first place?—Yes.

40277. And, secondly, you want to give the child as much of a home life as it is possible to give it?—Yes.

40278. Would that not be better done with a decent mother than by putting it under a foster-mother with eleven children, most of whom she has never seen before?—Perhaps there is something to be said for that. Do you mean to say to give 10s. instead of giving 2s. or substantially something like that?

40279. Or 5s. instead of 2s. I recognise Sheffield as pioneers about children, but I want to suggest to you that you might carry it a step further and preserve the real home with the real mother. I am always supposing the mother is a decent woman and I do not mean a bad home or anything of that sort; I mean, too, that her home should be open to inspection just the same as your Homes are now. Given those conditions, is there any reason why you should not treat the mother as the person who is best able to carry out your ideal of preserving the home?—That would have the effect of less cost than if they came into the Homes, and at the same time it would preserve the natural home.

40280. That is my point?—I think it is a very good idea. We have not done that certainly.

Possibility of City Council undertaking guardians' duties and proportion of guardians taking an active interest in Poor Law work.

40281. Just a question or two about the very first point the Chairman put to you in reference to City Councils and Boards of Guardians: you are on your City Council are you not?—I am.

40282. Do you find it very difficult to carry out your duties as a councillor and as a guardian?—I do.

40283. Yet you do it?—If I were attending to business now I could not do it.

40284. But you are not attending to business and you are able to do it. I want to suggest to you that you are a living example of a man's being able to do the work both of a councillor and of a guardian?—I am afraid it is a very bad example.

40285. Do you not find that it is a comparative few of the members of either body that do the real work?—That is so; and that makes it worse still, I think, when it is proposed that that same few should have extra work to do.

40286. How many members of your board are members of the council?—At present I think one other besides myself. We have generally got two or three on—not more.

40287. Is it not the fact supposing this work were handed over to the council and you had more members, that if a person wanted to be selected specially to do the work of the Poor Law, you generally find it is a rule that when there is a person on the council who wants to do a particular kind of work, the council is only too anxious to let him do that work, because nobody wants to do more than he can help?—I think there is no doubt about that. There would not be a very great difficulty there.

40288. Then that could be got over?—But then you would have the disadvantage that we have twenty-eight members on our board of guardians, and we do not find that number at all too many to divide between all the committees and all the work there is to do. Supposing you added twenty-eight members to the council in order to enable them to do the Poor Law work that would make the council a very much more unmanageable body.

40289. I would suggest to you that out of your twenty-eight there are probably a dozen of you who are really doing the work?—There are many more than that who are doing committee work and so on.

40290. Who are actively engaged in it and who initiate things?—I should not think that of more than a quarter of our twenty-eight it can be said that they are scarcely doing any work. I should think fully 70 or 80 per cent. of our men are working hard at the guardians' work.

40291. So you could reduce the number, could you not,

by 20 or 25 per cent?—I should not like to reduce the number now on the board, because we should still have 20 per cent. of those who are left who did not do work probably. You could not ensure, if you reduced our numbers down to 80 per cent. of the present numbers, that you would get all who would be then on to work.

40292. (*Bishop of Ross.*) Do you think that the scattered homes system provides for almost all the children you could deal with?—Yes, I think so.

40293. In forming that opinion I presume that you have before your mind the conditions of a large urban centre like Sheffield?—Yes.

40294. Have you any experience of the purely rural unions in England?—No, I have no experience of them, but it seems to me perfectly easy for a small union to have two or three cottages instead of a large number—thirty say, as we have.

40295. I suppose we might assume that the inmates of the homes in those rural unions would come almost entirely from the agricultural classes?—Yes.

40296. Would you think it desirable that those children should be absorbed back among the agricultural classes from which they have come?—Yes, if possible.

40297. Now do you not think that for the purposes of absorbing them back it might be desirable to board them out with small farmers or agricultural labourers?—I think it might be very desirable as far as they were orphan, deserted or adopted children; but I think it would be very undesirable to adopt the principle of boarding-out in the cases of children who might be claimed by their parents at any time. The thing would get into disrepute altogether, because the foster parents having got to like and love the children would be extremely grieved if they had to give up the children before they were grown up; and that would bring the whole thing into disrepute in my opinion.

40298. If the children are to go back to the agricultural classes, do you not think it necessary that they should commence early in agricultural life? Must you not get your experience in agriculture from an early period?—Would it not be possible to have the cottages connected with an agricultural union, placed sufficiently in the country to let them do field work, or whatever other work they wanted the children to do?

40299. Then would you not have some difficulty with regard to schools and churches? You would not have churches and schools scattered over thinly populated agricultural districts, would you?—I daresay there might be some difficulty there. One of the things I did not mention with regard to our Scattered Homes is that the religious difficulty is very much solved by them, and that in fact we have no difficulty, because we have both Protestant Homes and Roman Catholic Homes.

40300. I gather from your answer to Mr. Bentham that you have special homes for Protestants and Catholics?—We have; and in the Roman Catholic homes we have Roman Catholic mothers, of course.

40301. Would you have much more difficulty in the purely rural districts from that point of view?—Perhaps we should.

40302. (*Mr. Booth.*) I suppose the provisions for classification do not apply at all to the sick?—No, they do not, and that is the weakness of the system. Everybody seems to have the notion outside that old couples are separated in the workhouses. I tell them that they are not separated except they wish to be so, or they are infirm, or they are hospital cases, and then they must be separated. The only plan I say by which they could be kept together would be by having in our infirm wards cubicles for the married couples.

40303. I am not speaking of married couples. I am speaking of the sick, and I am trying to get at the proportion of those who come under the Poor Law and can be classified as bad. Your classification does not apply at all to the sick, does it?—No, it does not.

40304. If they have already been in the workhouse and then go into the sick asylum, they are treated as sick people and all are on an equality of course?—Yes, that is so.

40305. But I take it that those who come to the Poor Law because they are sick, and go direct into the sick

Scattered Homes versus boarding-out for Poor Law children in rural districts.

Character classification inapplicable to sick poor.

asylum, never are classified?—We make a point of classifying them when they come in, even if they are sick, that is to say, on paper they are classified so that if they come out of the hospital into the workhouse afterwards we know to what class they belong.

40306. When you speak of 75 per cent. being bad, of you do not mean including all the sick individuals, do you?—I do not. That makes a great difference no doubt.

Mr. WILLIAM WHEATLEY, called; and Examined.

40309. (Chairman.) I understand that you are a councillor for the county borough of Huddersfield and a guardian of the poor for the Union of Huddersfield?—Yes.

40310. You have prepared a statement for us which, following our practice, we will take as your evidence-in-chief, if you will hand it in?—Thank you.

(The Witness handed in the following Statement.)

1. I think the great mistake of the present, as of the past, is that in looking at the intricate problems connected with a reform of the Poor Laws, we have never gone deep enough and sufficiently considered the right of all men to live by labour. The poor had no hand in making the laws they have to live under until about forty years ago, therefore they cannot be blamed for this muddle that we find ourselves in with regard to the Poor Laws.

2. There are so many things said to a poor man or woman, when they come before us for relief, such as "Cannot you find work?" or "We cannot keep on giving you relief," which never would be said if guardians realised the real condition of affairs. Now I here make a challenge to all the combines, syndicates, companies, railway companies, colliery proprietors, shipping companies, ship builders, all our War Office stores and depôts, our factory masters, and every other kind of employer of labour, if they were to be so kind as to say to-morrow that they were willing to find all our unemployed work, they could not do so.

3. This fact is not taken into account when guardians have the cases before them. Now what are the facts you have to face in dealing with these intricate problems? Ask yourselves. Can we truly declare before God and man that a mother ever gave birth to a child which she desired should ever become a vagrant? No. Then there must be some other cause, and our business must be to find out what that cause is. To my mind the history of our country in its bearing on this great question has not been looked at, when in reality it demands our most serious study. Now in this connection how do we stand with regard to the "Unemployed question"? There are two main questions to be considered.

4. Firstly, then, is the want of employment a mere temporary affair, lasting only for a short time? If so, palliatives may do, but if it is likely to be a permanent question then mere palliatives can never be remedies.

5. In the early part of last century there was a great want of employment, which increased year by year.

6. In 1818 a Committee or Royal Commission was appointed to enquire into the causes of the want of employment.

7. That Commission reported in 1821 and recommended emigration.

8. Again in 1839 large numbers were out of work, also in 1840, 1841, and 1842.

9. In the middle of the latter year there was rioting, and the Government of the day made a grant of £2,000,000. Then came the repeal of the corn laws.

10. After this we began to make our mighty empire, and the great changes that have taken place since then no pen can tell, but nevertheless I feel that I must put some of the causes of this great revolution in our powers of production and distribution before you to take into account.

11. Now I desire that we shall look at what the position is to-day. The trade of England was never so great as it is to-day, but the great bulk of the work is being done by power and every kind of labour-saving machinery.

40307. If you first of all sort out the many of the best who are in receipt of out-relief, and then if you exclude those who come to the Poor Law because they are sick, you have at once a sort of natural classification, because a natural sediment is left of which, no doubt, a large proportion are bad?—That is it.

40308. It is rather hard, therefore, on the whole reputation of the poor to say that 75 per cent. are bad, is it not?—Yes, you are quite right; I see that.

Example:—

—	1840.	1870.	1895.
Manual labour -	22·8	11·2	5·2
Horse power -	52·5	23·3	10·3
Steam -	24·4	65·5	84·5

12. Again, of all work done in Scotland 90 per cent. is done by steam.

In England and Wales, 86 per cent.

In Ireland, 47 per cent.

For the United Kingdom, 84 per cent.

The steam power of the United Kingdom is calculated to be equal to the labour of 169,000,000 men.

13. What a revolution in production, etc., from 1840 to 1895; and it goes on. Take our carrying trades. Up to 1870 steam vessels of 1,000 tons, with a crew of 35, were the largest afloat. Now vessels of 7,000 and even 9,000 tons, with a crew of less than five men per 1,000, are the rule. Take the result:—

Year.	No. of Seamen.	Carrying Power.	Tons per Man.
1840 -	140,000	2,840,000	200
1870 -	196,000	9,020,000	460
1895 -	240,000	27,250,000	1,140

14. Take another view. With the increase of our productive powers there has been a steady increase of wealth, viz. :—

Wealth per head of population :—

1823.	1867.	1878.	1895.
£ s. d. 12 10 8 Lowe.	£ s. d. 30 10 0 Hoyle.	£ s. d. 33 2 0 Leone Levi.	£ s. d. 38 0 0 Mulhall.

Average value of worker :—

—	1869.	1878.	1895.
	£ s. d.	£ s. d.	£ s. d.
Value -	137 10 0	171 9 0	175 12 0
Wages -	43 5 0	48 10 0	49 9 0
Surplus -	94 5 0	122 19 0	126 3 0

Note well the surplus value—the average mark of each worker.

15. Before proceeding further with the subject, and having well considered the preceding tables, take the following, showing the increase of the national wealth :—

Date.	£	Per Head of Population.	Authority.
		£ s. d.	
1823 -	2,050,000,000	91 12 3	Lowe.
1860 -	5,500,000,000	171 13 0	Mulhall.
1878 -	7,970,000,000	233 10 0	Mulhall.
1886 -	9,410,000,000	261 0 8	Lord.
1895 -	11,866,000,000	302 0 0	Mulhall.
1902 -	15,000,000,000	357 0 0	Giffen.

This would give to every family of five £1,785 in 1902.

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Mr. W. Wheatley.
12 Feb. 1907.

For England only.
Displacement of manual labour by machinery.

Increase in national wealth since 1823.

Mr. W.
Wheatley
12 Feb. 1907.

16. Let me add the nation's income for 1902 as given by Giffen :—1902. Income, £1,750,000,000 ; per head, £55 3s. ; per family of five, £275 15s. We thus see that there is abundance of wealth produced, that there need be no want or fear of want. We know, too, that the wealth produced by the workers is consumed by the non-necessary classes of the community.

17. We have seen how machinery with steam power, and now electricity, is displacing manual labour, and has been doing for fifty years.

Decrease in
certain classes
of workers
between
1871 and
1881

18. Take the following from the census returns for 1881, and the same process is still going on, and will continue.

Decrease of workers from 1871 to 1881 :—

	1871.	1881.	Decrease.
Farmers - - -	249,987	223,943	25,954
Market gardeners - -	98,069	65,882	32,789
Agricultural labourers -	962,343	870,823	91,701
			150,444

Workers.	Decrease.
Iron, etc. - - - - -	39,109
Silk - - - - -	19,557
Linen - - - - -	5,707
Hosiery trade - - - - -	5,508
Glove - - - - -	3,885
Lace - - - - -	4,239
Shoe - - - - -	29,937
	107,942

And this decrease of workers notwithstanding the increase of population.

Unemploy-
ment as af-
fected by the
land question.

19. *Secondly*, I come to the land question. The question is not new. For generations it has been the question.

20. Take a few historical facts which must not be forgotten.

21. In 1581 an Act was passed that to each labourer's cottage erected there should be attached four acres of land. That was repealed in 1781.

22. This aspect I refer to as showing the change in regard to the view taken in reference to the working classes.

23. Then again this matter of what must be done for our poor came up in Parliament in 1795, and in debate Mr. Pitt declared in favour of a regular allowance being given to all parents with large families. He said, "This will make a large family a blessing and not a curse, and it will draw a proper distinction between those who are able to provide for themselves and those who, having enriched their country with a number of children, have a claim on it for assistance."

24. Here was one of the most important declarations ever made. Then the basis of production was manual labour, now it is machinery, steam power, etc., and the cry to-day is to get rid of the workers, send them to Canada, anywhere, but get rid of them. Not a word about the thousands of surplus shopkeepers and traders, not a word about the idle and ever useless class.

25. It is stated that for every adult male it takes at least £300, and for each female £150, and the estimated gain to the United States up to 1873 was £898,839,800, the gain to Canada £182,260,000, to Australia £205,559,000. We give these three countries all this wealth, and our shams sit at home and still talk of emigration, and it is always the workers to go.

Growing de-
pendency on
foreign food
supplies.

26. The cry of late has been raised, "Back to the land." What does the cry mean ? Is it anything more than a delusion and a hollow mockery ?

27. In 1841 we grew food enough for 24,000,000 of the population ; now we do not grow enough for 7,000,000.

28. In 1869 we had under wheat 3,982,000 acres, in 1895 1,417,641 acres. We are the most dependent people in the world, e.g., take our food supply for 1895 :—

	Bushels.	No. of days' supply.
Home grown - - -	57,000,000	71
From United States - -	87,000,000	121
" Russia - - -	46,000,000	65
" Argentina - - -	23,000,000	33
" India - - -	17,500,000	25
" Canada - - -	9,500,000	13
" Others - - -	26,500,000	37

Dependent on home-grown, seventy-one days ; on foreign supplies, 294 days. (From Mulhall's work of 1897.)

29. Where, oh where is our boasted freedom, our wisdom, our bravery ? And this is what royal, and priestly and aristocratic rule has brought us to !

30. Let me now come to the plunder of the common lands. The enclosure of "common lands."

31. From 1760 to 1879 there were passed 3,867 Acts, enclosing 10,505,000 acres of common lands. Here was plunder on a grand scale.

32. Under the Act of 1845 618,000 acres were enclosed of the estimated value of £6,140,000. Of that 1,200 clergymen got 30,730 acres, being an average of twenty-four acres each, 620 lords of the manors got 27,590 acres.

33. By the annual report for 1880 there had been enclosed in Nottinghamshire 728 acres, in Staffordshire 5,055 acres, in Cardiganshire 17,278 acres, in Yorkshire (1882), 28163 acres, of which the clergy got 2,200 acres.

34. Again, we find from Mulhall's agricultural reports for 1815, the following : " Of common lands there were in Warwickshire 50,000 acres, in Northamptonshire out of 317 parishes eighty-seven were open lands, in Oxfordshire over 100 parishes were open fields " In Wiltshire the greater part of the country. The greater part of Huntingdonshire was also open fields. Where are these to-day ? All gone.

35. From the yearly report of the Board of Agriculture for 1869, page 17, we find that from 1869 there had been enclosed around London twenty-two commons containing 3,840 acres.

36. Why do not the unemployed and their advisers demand, and with a voice of thunder, the restoration of those twenty-two commons on which to put the unemployed ?

37. Turn to Scotland. Down to 1883 tens of thousands of men, women and children had been driven from the land to make room for deer forests. The Duke of Sutherland, 212,658 acres ; Lovat, 107,120 acres, and so it goes on. Even her late Majesty Queen Victoria is down in the report for 19,310 acres. The total land turned into deer forests is now not far from 3,000,000 acres. It may well be asked where are we to-day and whither are we going.

38. Then there are the Crown lands. Well, what is needed is not a mere handful of men taking a bit of land here and there from which they are bound to be ejected—it is child's play—but a national movement—an earnest one—for the restoration of all the commons to the people, and sufficient funds from the National Exchequer to establish home colonies on those lands to make them self-supporting.

40. Turning to the Statistical Abstract for 1906 we find that down to 1905 loans had been issued for local purposes for relief of trade, etc., to the amount of £179,489,402. Of that sum £12,416,465 has been written off as bad debts.

41. In 1846 by 9 & 10 Vict., c. 101, a loan of £2,000,000 was granted to the landlords.

	£.
The Duke of Sutherland got - -	50,000
The Duke of Richmond got - -	30,000
The Earl of Carlisle got - -	47,138
The Lord Maston got - -	60,000

and so it went on. On page 19 of the Board of Agri-

Growing de-
pendency on
foreign food
supplies.

The enclosure
of "common
lands."

The conver-
sion of land
into deer
forests in
Scotland.

Proposed
establish-
ment of
"home
colonies"
subsidised
from
National
Funds.

National
loans for re-
lief of trade
agriculture,
etc.

culture Report, 1896, it is stated that for agricultural purposes £4,000,000 of public money had been advanced.

42. Now the need of the hour is not mere palliatives tinkering with effects, but a mighty strike at causes—discovering and uprooting the evil.

43. Replacing men by machines, and at the same time plundering them of the land, are the causes of our streets being walked by gaunt unemployed workmen and their starving wives and children; and no good is going to come from your labours unless followed by the restoration of the common land plundered from the people, and the issuing of public loans sufficient for all purposes of home colonisation.

44. What is required is not charity, but principles of justice for each and all in all the relations of life and through all the ramifications of society.

45. Let me draw your attention to one effect of machinery replacing men on those workers to whom from certain quarters is constantly being preached the gospel of thrift. Government returns from 1897 to 1903 tell the tale of 30,723 being done to death in workshops—more than were slaughtered in the late Boer War. How many from this cause were left with no other mercy than that to be obtained from Relief Committees? In those years these producing powers as a bye-product maimed and injured no less than 709,937 persons. All these represent weekly wage-earners, and therefore are deprived of the power of providing the ordinary necessities of life, not to mention the storing up for a rainy day.

46. My experience on the Huddersfield Board of Guardians is that it fights shy of any attempt to experiment in any direction. I tried to induce the board to acquire fifty acres of land to be put into cultivation by the unemployed, but without success. The chairman of our workhouse committee also mooted the weaving of blankets, etc., by the inmates, but without much encouragement.

47. I think that the Commission should give consideration to the question of unions having authority to provide by building or purchasing house property in which to place suitable cases of out-door relief and thereby economise by saving the interest on capital, which is in the rent now paid by many recipients of out-door relief, out of their already small allowance.

48. A large number of recipients of out-door relief should be receiving old-age pensions instead of relief. Of the classes of persons who apply for relief, a large number are widows and children. The greater percentage of the remainder is composed of sick and crippled.

49. With regard to the class of persons seeking election as guardians, 75 per cent. of our board are neither qualified nor desire to qualify themselves for the responsible duties they have undertaken, and ought not to persist in being returned. Their one qualification is to keep down the rates at the sacrifice of life and the claims of justice and mercy.

50. The following are some of my suggestions for a reform in the Poor Law:—

(a) The consolidation, simplification and codification after emendation.

(b) The abolition of the law of settlement and removal; as the saving of law costs, removal expenses, and settlement officers' salaries and expenses will be a national economy.

(c) The defraying of all forms of relief from money raised by national taxation, and the national exchequer to be the common fund for the whole country.

(d) Absolute power to be given boards of guardians to remove at their discretion cases of phthisis or other sick and infirm cases to the workhouse or other infirmary.

Example:—Case I visited on December 31st last. Husband in advanced stage of consumption, wife and six children compelled to breathe the foul and germ-laden air of a confined room 15 feet square, Youngest seven weeks, eldest ten years. Can wife give proper attention to her suffering husband or her child, not to mention her lack of nursing skill? Deterioration must continue while these conditions are allowed to remain unaltered.

(e) Compulsory notification of all syphilis cases and full power to retain such cases until cure has been effected; the cost of treatment and maintenance, etc., to be made a charge upon the offenders and imprisonment to be enforced in case of default of either non-notification or repayment of cost.

(f) In cases of illegitimate children, drastic powers to be given for the punishment of the putative father.

(g) More humane treatment to be meted out to bona fide working men when on the road in search of work than to those who frequent the tramp ward.

(h) Guardians to be placed in a position to offer work to any able-bodied male or female; powers to be given for uniting with other unions for the formation of labour colonies on which to place cases which habitually refuse to work after work has been found for them.

(i) The control of all officers to be left entirely to the boards under which they serve.

(j) Full power to be given to the chairman of a board to retain his office and act as returning officer at a general election of guardians and to so act at any bye-elections.

(k) Where the offices of the clerk to the guardians and superintendent registrar are combined and the fees of the latter office exceed £150 that it be separately held.

(l) Powers of granting vaccination and exemption certificates to be placed with boards of guardians who already have to pay the piper for this inhuman quackery.

(m) No disfranchisement whatever to follow the granting of relief to a person who is otherwise qualified to vote.

(n) The widest possible powers to be granted to boards for caring for all the various classes of children coming under their jurisdiction.

40311. (*Chairman.*) The earlier part of that statement relates a good deal to the economic history of the past which, of course, is somewhat controversial, but I understand it is rather the preamble to your evidence. I do not think we propose to examine you on that, but we do propose to ask you to give us the result of your experience of things as they are now in Huddersfield, or as you think they are. Perhaps it would be sufficient for me to take you through your suggestions which are at the end of your paper, a great many of which are non-controversial, and then we may come to the more controversial questions afterwards. In the first place, you would wish to see the Poor Laws consolidated and simplified?—Yes.

40312. May I ask here how long you have been a guardian?—Three years.

40313. Previous to that had you studied the principles or the operation of the Poor Laws at all?—I had read various works on it, and I have been an acute observer, having had to go through it myself with my mother and gone on the business on her behalf and on my brothers'. That has made me think about these questions.

40314. Were your family then in receipt of relief?—My father's, not mine.

40315. You as a child received it?—Yes.

40316. What date would that be about, how far back?—As near as I can remember it would be from 1868 to about 1870.

40317. Your first two suggestions I think we need not go into, because their object is quite clear. Your suggestion (c) raises rather a controversial point which I should like to reserve?—I should like to further explain (a) which refers to the consolidation and simplification of the law. I think it is about time that something was done with that, and I should like the law to be made clear. When I went on our board I got my book of instructions, and when I came to examine its contents the things seemed to be contradictory altogether. First of all, I found some of the orders saying "Out-relief will not be granted except in special cases to the following classes of persons—workmen or operatives when on strike." I say nothing about a workman who is fighting the battle, but I do think this ought not to be extended to the children, because the battle is not theirs to commence with, and

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Proposed
Poor Law
Reforms.

notification
and detention
etc., of

syphilitic
cases.

Illegitimate
children.

Working men
in search of
work.

The able-
bodied;

labour
colonies.

Officers.
Guardians'
elections.

Pluralist
appointments

Vaccination.

ment.

Children.

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to make the order say, because two men or a number of men have decided to fight that little children should starve, I say is not just.

40318. The question at the moment is not so much the justice of the orders, but whether those orders are clear, is it not?—They are not clear, because this only classifies him. The general ruling of our board is that we should not look at cases of this character even if the mother came.

40319. What is that book that you are referring to?—It is one which has been prepared by our late clerk.

40320. (Sir Samuel Provis.) It is a book issued for the guidance of the guardians, I suppose?—Yes; it condenses the orders.

40321. (Chairman.) I think we all agree, and indeed everybody will, that consolidation and simplification will be a benefit, because undoubtedly, in the course of time, some of the orders and some of the circulars will become not apparently quite consistent one with another. We quite agree about that, I think?—Yes, I think so.

40322. Now as to abolishing the Law of Settlement and Removal; that, I think, rather speaks for itself. Of course there are difficulties, but it would undoubtedly, if it could be done, save a good deal of time and money. Now I want to come to (d). You want absolute power given to boards of guardians to remove at their discretion cases of phthisis and other sick and infirm cases; that is to say, you want to give them compulsory powers?—Yes.

40323. I suppose you see the difficulty of removing phthisical cases in their earlier stages?—I think science has so far penetrated into the question that it perceives at once when a phthisis case is in its first stages that it is as well to isolate, so that no other person, particularly in a room of the dimensions I give here, 15 feet square, should come in contact with it.

40324. The difficulty I rather meant was this—that for fear of losing their employment persons are reluctant in the very early stages of phthisis to come and to declare themselves as suffering from phthisis?—Yes, that is the case.

40325. What you propose is that if you get this compulsory power the patient so removed would have to be maintained at the expense of the rates, and, assuming the family had no means of subsistence, they would also have to be helped?—Yes.

40326. And you would continue that until the case was cured?—Yes. This one I cite here has passed away now, and we have all these six children on our hands.

40327. That is, you have got the six children on the Poor Law?—Yes. Evidence has come to me without a doubt that this is a genuine character, and that he has been struggling for dear life between life and death for four years to stick to his little occupation so as to maintain his family. But he has sunk under it at last.

40328. He was reluctant to come into the infirmary?—Yes. We did not force him in because we had no power to force him in, and he died at his home.

40329. Now as to (e); You would wish that the class of cases dealt with in that paragraph should be compulsorily notified?—Yes.

40330. It is not a very agreeable subject, but as you know cases sometimes come up where the man could still earn his livelihood, and so on, or is able to work; what would you do in those cases? Would you leave it to the medical officer to decide whether or not it was safe for him to be at large?—This is really a medical officer's business. He is the only one who can detect these things, and we have to be guided by him. I think he ought, for the security of the people, to tell us when it is a danger, and if it is a danger, whatever the man's occupation is, the State ought to be able to step in and secure him and also secure those who are chargeable to him.

40331. You would wish that those cases should be compulsorily dealt with?—Yes.

40332. In (f) you deal with the case of illegitimate children; of course you would give the putative father the power of giving evidence in his own behalf, because whilst the object you have in view is most desirable there are cases where false charges are made, as you

know?—Yes, there should be a fair trial for him; but I do know that too many on our side escape.

40333. Then in (g) you would wish to draw a distinction between the *bona fide* working men who are on the road searching for work and those who are mere tramps?—Yes, I would.

40334. Would you give to the *bona fide* working men better accommodation and better treatment?—Yes. That really is defined clear enough according to my intention. First of all, I lay down the basis that every one should have an opportunity to work and that everybody should work. Now we have no means whatever at the present time to detect what we are classifying as loafers. We are not justified in classifying any one as a loafer to-day until we have fairly stated by law that he has a fair chance to do work. Until he has that I am not classifying anyone as a loafer; but after he has had that opportunity and he refuses to work, then I should make a place for him where he will have to work—if I had the power.

40335. You draw a distinction between those who frequent a tramp ward as tramps and those who are walking about in order to get work?—Yes.

40336. Now we come to a very wide and important suggestion. In (h) you suggest that the guardians should be placed in a position to offer work to an able-bodied male or female. On what terms would you offer work?—On the same terms as any one else has had at the same sort of work.

40337. That is to say, you would give trade union terms?—Yes.

40338. Assuming that you guardians had that power, have you ever thought what inducement there would be for people to seek work outside?—I want that period to come when they will not have to seek work outside, but when they will work for the State.

40339. Then you look to this rather as a preliminary step in that direction?—Yes.

40340. You would associate that with powers of sending people to labour colonies who would not comply with the test or whatever was the Order?—Yes.

40341. I suppose you feel there are a certain proportion of people so constituted that they must be so dealt with?—Individually I do not think so. I think it is their surroundings and circumstances and environment that have become so far engrafted into their very nature, that it is a case of sickness which wants curing. They are not really bad people; they really want curing, and they want curing by kindness and some sort of medicine which we have not up to the present used.

40342. Then you wish boards of guardians to have complete control over all the officers under them?—Yes.

40343. That means to say that the Local Government Board should not interfere at all?—What I mean by that is this: seventy-two of us have been chosen by the citizens of our union; if we have not the common sense to engage an efficient officer without writing two or three documents to the Local Government Board officers stating that we have done so, it is about time that we were turned out of office.

40344. There is this difficulty about that, is there not, that public opinion changes, and what it may be thought right to do or what it may be popular to do in Huddersfield to-day may, perhaps, three years hence be the reverse?—It might be.

40345. Then would not the officers be rather in a difficult position if they were subject to whatever might be the changes or whims of each successive board of guardians?—We find stability in the Local Government Board. We do not find that they change their officers every time a Tory or a Liberal Government comes in. We do not think, having regard to the compassion and the judgment of boards of guardians when they change office that they would be discharging their officers any more frequently.

40346. But there are really little difficulties in the way of the Local Government Board acting like that, are there not?—Yes; but there is the parallel.

40347. If all the Poor Law officers had the same statutory rights that civil servants have they would be in a

Difficulties
as to com-
pulsory
power of
removal of
phthisis
cases.

Need for
compulsory
notification
of syphilitic
cases.

Need for
further
power to
punish
putative
fathers of
illegitimate
children.

Need for
better treat-
ment of *bona
fide* working
men in
search of
work.
Suggested
increase of
guardians'
power to
provide wor-
k for able-
bodied and
establishmen-
of labour
colonies for
the work shy

Guardians
should have
greater free-
dom from
Local
Government
Board control
in appoint-
ment of
officers.

stronger position than they are now?—I have not gone into all the details of the different arrangements, but I cannot see where they can have better security than the Poor Law officer has.

40348. Now we come to your next suggestion (j); what is the object of giving the chairman of a board of guardians the power to act as a returning officer?—This: We find now that when there is an election of a board of guardians it is a very expensive affair, and I think that we could really economise in that. Not only that, but we find that the great bulk of the money which is spent in the contest goes to one individual.

40349. That is, to the returning officer?—Yes.

40350. And you think that if the chairman were made to act as returning officer his expenses would be lower than those of the present returning officer?—Yes. When you tell me that it costs one man £90 for a contest on a board of guardians it looks outrageous.

40351. Your next suggestion is that "Where the offices of the clerk to the guardians and superintendent registrar are combined and the fees of the latter office exceed £150 that it be separately held;" what exactly do you mean by that?—What I mean by that is this: We have a vast amount of very capable men knocking about the country out of employment—not loafers, but men who are capable; and when we have a clerk who is getting, we will say, £6 a week for the clerkship alone, and he has another office, the registrar's, for which he is getting £6 a week more, then I think those two offices ought to be bringing two livings in instead of one.

40352. The next suggestion deals with a different matter. You wish to give the board of guardians the power of granting exemption certificates in the case of vaccination; you evidently do not believe in vaccination?—No, not at all. I think we were made perfect and want no patching.

40353. Have you got a small-pox hospital at Huddersfield?—Yes.

40354. Have you had many patients there?—It is no use whatever.

40355. That is, the small-pox hospital is not?—We do not get a patient in a year. We are fortunately favoured.

40356. Really, not one in a year?—I do not think we average that and have not done for this last three years.

40357. Are there a very large number of unvaccinated people in Huddersfield?—We have a fair sprinkling of anti-vaccinators.

40358. Might it not be argued that one of the reasons why you have not had these outbreaks is because the majority are vaccinated?—I do not think so. I think it is due to the wisdom of the people in going into extensive sanitary alterations.

40359. Have you been vaccinated yourself?—Yes.

40360. Then in (m) you do not wish that disfranchisement should follow in any case where a person is otherwise qualified?—That is so; I do not.

40361. You would like very wide powers to be given to boards for caring for the various classes of children coming under their jurisdiction?—Yes.

40362. The powers are very wide now; in what direction would you like them extended?—I should like a little better division between the widows with families and the cottage homes. Here is a mother left with six children; we shall say to her when she comes before us "In the course of a very short time, when this child has got away from your breast you will be able to go to the loom." I want that mother to have something like the proportion that it takes the foster-mother of a cottage home to maintain the ten or eleven children that we have in a cottage home; I want her to have something similar to that for the maintenance of her children.

40363. Could you not do that now, if you wished it, by merely carrying out the ordinary law?—Yes, I dare say we might be so generous now if we could only get a majority of the board to do so; but unfortunately they are not educated up to the pitch yet.

40364. The pitch, that is, that you want them to be at?—Yes.

40365. Now we will turn to your board; I am afraid you have not a very high opinion of your board?—Well, I state what I think.

40366. You think that 75 per cent. of them are neither qualified nor desirous of qualifying?—I do.

40367. In Paragraph 49 you say you think, "Their one qualification is to keep down the rates at the sacrifice of life, and the claims of justice and mercy"?—In the case of every action that I can observe their judgment is so. This is a very deep subject; it is not a play subject with me. In this Statement I have put down the result of the observation that I have made on their words and their actions when they have had a case to judge of.

40368. You know sometimes people use rather strong rhetorical language with respect to those with whom they differ, and I thought that it might be that you thought that, merely because the board did not agree with you?—No. There are no better friends than I and the members of the board, I am the best friend for them.

40369. Will you just amplify this? As I understand it your allegation is not that the law prevents them from doing that which is just and merciful but that they will not do that which the law will allow them to do which is just and merciful; is that right?—Yes.

40370. Will you please give us an illustration?—Here The an old lady comes; she is living in a nice little cot by inadequacy herself and we cannot for the life of us move to give her of out-relief more than 5s. At the first stroke out of that 5s., 2s. at allowances. the very least will have to go for rent. Now I reckon that this old creature must have twenty-one meals in seven days, and I cannot find out how to mathematically calculate out how she is to exist and find coal, light, soap, etc. If she has been a decent creature for a matter of seventy years, I do contend that our compassion ought to go to the very least to 8s., without any difference at all. But they do not seem inclined to go beyond 5s.; that is our limit.

40371. Then putting it unrhethorically you differ from the majority of the board as to what is adequate relief?—Yes.

40372. But a person might differ from you and still say that he was influenced by justice and mercy, might he not?—He might; but then when I give a definition I have to be the judge for my own opinions.

40373. Possibly some of the other guardians might, in reference to your views, use the same sort of language?—Yes; they could give their views that I am wrong.

40374. You have told us very frankly what is the state of society that you would like to see, and you make one suggestion here (which I left purposely to the end) which seems to me to go rather in that direction. By (c) you would defray all forms of relief from money raised by national taxation?—Yes. Proposal that poor relief should be a national charge and question as to its difficulties.

40375. And the national exchequer, in your opinion, should be the common fund for the whole country?—Yes.

40376. Assuming you did that of course local boards of guardians would have to disappear, would they not?—Not necessarily.

40377. If every board of guardians were allowed to dip their hands as much as they liked into the national exchequer there would not be very much left after a little time, would there?—I think there would. I think we should just form an estimate approximately for the national exchequer to be guided by. That is what we do now.

40378. But those who control the national exchequer under those circumstances must have the last word, must they not?—Yes.

40379. Assuming that the relief of the poor was put on the basis you suggest, I think it follows, does it not, that the guardians would have to be very much curtailed of their present powers?—In the shape of granting out-door relief, or anything of that sort, do you mean?

40380. Yes?—I cannot see it.

40381. One board of guardians might take a perfectly different view from another and, as they would not have to pay anything for it would not the inclination be everywhere to take the most liberal view?—If we can get the basis that the national exchequer is liable for these purposes instead of individuals as we have it now, in parishes and unions, then we shall get a uniform system and we shall get

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The quali-
fications of
existing
guardians.

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should be a
national
charge and
question as
to its
difficulties.

to something by which we can get to know where justice is being meted out and we shall not have Sheffield doing one thing, Bradford another, and Huddersfield another.

40382. The uniformity would have to be laid down by the central authority, would it not, and that would tie your hands much more than they are tied now?—I do not know about that. We are tied enough now and I do not think we could be tied much more. When we are making out our Budget for our different unions we are always cutting down on those that have work, but we find the Chancellor of the Exchequer never particularly shaves off to two or three millions.

40383. I was forty years in the House of Commons and I am afraid I must say I rather take a different view?—When we look through Whitaker's Almanac and other things, and see what allowances he makes for public purposes and public men, we just do see that he could draft a Budget that would be suitable for this purpose.

40384. That is, you think the salaries are too high, but we cannot go into that. Anyhow I think you agree that you want to get uniformity, and uniformity can only be established by a central authority, that is what I am putting to you?—Yes.

Proposed
universal old-
age pensions

40385. What is your view about pensions? I think you mention it in your Statement, and you are in favour of pensions?—Certainly.

40386. Of course you would wish them to come out of the National Exchequer?—Yes.

40387. Would you give pensions to everybody?—Everybody after a certain age.

40388. Would you make no enquiry into their conduct?—I should most certainly want a certain amount of conduct, but I should not make that the qualifying thing, because to a certain extent I do not blame men and women that fall as some men blame them.

40389. Would you give it to everybody whether they wanted it or not, or would you put a test of income on?—Any man who became entitled to it, whether he was wealthy or whether he was poor, if he went and called for would get it.

40390. What would you give him per week?—I should give him nothing less than 10s.

40391. That is a large order; that is £52,000,000 a year?—That does not matter to me; it is here.

40392. Then you see on the top of that you would have your National Poor Rate, would you not, or the pensions would be on the top of the rate; for they would have to be added together?—Yes, they could go into the same category.

40393. Have you ever thought of the consequences to the people?—I have thought of it from top to bottom.

40394. And you do not think this tremendous increase of taxation would have a bad effect on the people?—No. There is a means of raising it without affecting a soul. It will not hurt anybody if you take the right channel to get it from. We have a means and it will have to be tapped some day, sooner or later.

Inadequacy
of poor
relief.

40395. I do not know that we can go into the system of taxation, but I think you have put your views very clearly before us. You think the relief given in Huddersfield is inadequate, and you would like to have?—Just excuse me, I do not want to put our board down as worse than other boards. I do not think our board with regard to its conduct to its poor is second to any; but I say that the whole of the boards, so far as I have been able to investigate, are not treating the poor humanely.

40396. That is to say that the relief which, as far as you know is given by Huddersfield, is in your judgment, inadequate?—Yes.

The relief of
widows with
children.

40397. (Bishop of Ross.) Do you desire that a widow with children should receive the same for each child as the children are costing in the Scattered Homes?—I do not say it is necessary to grant her so much as that, but I should not individually make any objection for her to have it so.

40398. Suppose she had six children and got 10s. a week for each child that would be £3 a week; would that not be a larger sum than a very large proportion of the healthy strong working-people are able to earn?—

You see if yon mother belonging to the case mentioned The relief c in my statement was unfortunately to pass away and to widows wit leave us these six children they would go to our Scattered children.

Homes and we should make no murmur at their going on to the cost. I do not think it is necessary for a human mother to require 10s. under the present order, but I do think that there is a long difference between 1s. 6d. a child, and, say, 5s. or 4s. If it takes the wisdom of seventy-two of us on our board to arrange and concoct a scheme at our new Scattered Homes and then we cannot provide a system where we can keep them at less than 8s. a week, then I say that a human mother who is left with six children is entitled to no less than 4s. each for hers.

40399. But you would not propose to make the widow and her children better off than they had been while the husband, the father, was living and in receipt of his earnings, would you?—Certainly I would, because the father was not in good enough circumstances to keep his children.

40400. Would you propose then to make that widow and her family better off than the family next door where both parents are living?—Certainly, because I want to bring them up to a higher standard, and I want to educate the others up to that standard.

40401. And you want to educate them under the Poor Law?—Yes.

40402. You begin by lifting up the paupers to the level that you want the whole of society to reach afterwards?—Yes.

40403. Instead of beginning with the strong working-people and trying to lift them up, you want to begin at the other end?—At the present time and for generations that have passed we have been attempting to educate them by not letting the poor get beyond a certain pitch. We have got to educate them to a higher pitch, and if we can educate them either from the Poor Law basis or from any other basis to get a better standard of life I individually think it is our duty to do so.

40404. (Mr. Russell Wakefield.) With regard to the Question as workers I do not notice that in your statement you say to conversi very much about the question of the education which of unskilled should be given to people to fit them for their work in life. into skilled Is not one of the great difficulties of the present day the workmen. fact that so many unskilled people are thrown upon the work-market?—I do not think it is for want of skill. I think it is because skill and genius have made the productive powers so great that you really have not space unless you re-arrange the whole commercial system altogether—that is, unless you cut down all of us who are working and reduce our time of operation, and replace us, so to speak, by those who are now out of employment.

40405. Do you find, for instance, in Huddersfield much want of work for the skilled workman?—No. Our centre has been very fortunate and is very fortunate to-day, because the textile trade, particularly for a few years, even through the Japanese War and since, has been very fortunate to be on a very good basis, and we have not had what you may call a very heavy list of skilled men out of employment.

40406. But you have had of unskilled, have you not?—Yes.

40407. What I was rather wanting to get at was what can be done in your judgment to turn those who are unskilled now and suffer from that cause into a similar type of workmen to the skilled workmen?—You have not the capital that is required to invest in business, and to build mills to occupy them, if they were skilled enough to go into that same sort of business.

40408. Then do you suggest that the number of skilled workmen keeps up just to the amount required?—Yes, I do. I know cases where a young man has gone and made himself skilful as a weaver, but the man who taught him has not had a loom for him, and when he has gone to another employer, because he has never had charge of a loom himself he could not get a start.

40409. Are you satisfied with the present system of Present education for children, with a view to fitting them for the educational battle of life?—No, I am not satisfied with the present system un-satisfactory.

40410. Would you like to put anything more technical—I will put it in that way—into education, so as to make

people better fitted for some of these trades and professions?—If I gave you my scheme I should go a long, long way.

The relief of widows with children.

40411. What you want with regard to the widow and her children, if I understand you rightly, is this: You want practically to have allowed to her that which in a scattered home is required to cover the cost of the general living of the children apart from what you might call establishment charges and so forth; that is really what it amounts to?—Yes.

The finance of old-age pensions.

40412. Would you have no contribution on the part of the person receiving the old-age pension from his wages during his life towards that pension?—No. I do not know that I should make it obligatory to do that. I think there is a means of graduated taxation and of a classification of taxation which will raise the money without that.

The relief of widows with children.

40413. (*Mr. Lansbury.*) About the children, it is not your desire to specially start with Poor Law children except that the children are there and you have to deal with them?—Yes, that is it.

40414. All that you are claiming is that the same standard of living, the same standard of comfort that they have in a scattered home should be possible when they are with their mother?—Yes.

40415. You do not of choice want to start with these, only there they are and you are obliged to start with them?—Yes.

40416. If you could start with the strong and virile you would do that, would you not?—At once.

40417. The object of your consideration is not the parent, but the child all the time?—That is it.

40418. It is an economy to the State to bring the child up physically and mentally and morally as strong as possible, is it not?—That has just answered the question as well as asked it.

National poor rate to be accompanied by settled principles as to relief and uniform treatment.

40419. With regard to the subject of State taxation or national taxation, you have not any notion that each individual board is going to dig their hands in and take out just as much as they please, have you?—No. I think we have order.

40420. You quite recognise that there would have to be settled rules and settled principles on which relief is given which would have to be settled by the nation; and your real idea is to get uniformity of treatment all over the country?—Certainly.

40421. Even if that uniformity does not come up to what you want you are willing that that shall be done?—Until I can fight for a better.

40422. You trust to agitation and education to get what you want?—Yes.

40423. But you do not want, and you have no idea, that each board should use the national funds just as they please?—No. You see, there would be a protection that they would not do that, exactly the same as there is now, because the men that were disposing of this money that we should be getting from the national Exchequer would be the men that would pay the most of it; and they would look after it that we did not dip too deep.

40424. With regard to the clerks doing two or three jobs, your idea is one man one job?—Yes, where we can pay a wage for him doing this one job.

40425. You never give a workman two jobs, do you, and pay him two salaries?—Very rarely I have found it.

40426. Never, perhaps?—I have never seen it operating yet.

40427. It is only the kind of person you refer to in (k) who is able to carry out these double duties?—Yes.

40428. As to policies changing and officers not carrying out the changed policy—Sir Samuel Provis will excuse my saying this, but at the Local Government Board very often the policy changes but the officers do not change; the officers are there and they carry out the wishes of the powers that be for the time being?—Yes.

40429. The same thing would operate, would it not, with a board of guardians?—Exactly; as far as I can see, it would.

40430. Is it true that there is a dearth of skilled people

in Huddersfield, or in any town that you know of where there is unemployment?—No, I do not know of that.

40431. Is it not true that the skilled trade unions pay large sums of money each year in out-of-work benefit?—That is so with us.

40432. That has been so in the unions in your time?—Yes.

40433. Therefore, there does not appear to be a big demand for more skilled people?—No; and the returns of our country tell us that we have any amount of skilled labour.

40434. Therefore, although you want boys and girls trained in the most efficient manner possible, yet at the same time you point out that skilled people even nowadays are out of employment?—Yes.

40435. Where do you propose to get the money from to do these things?—As I told you, I should first of all have a graduated income-tax.

40436. I notice that you tell us there is plenty of money already raised?—Yes.

40437. Would you get it by a graduated income-tax and any other taxes?—The taxes should be differentiated—that is, taxes on unearned incomes would be differently taxed to the income that a man has earned. Supposing, for instance, I was fortunate enough to have about £500,000 in railway stocks or shares, I could afford to have about 15 per cent. of that paid back to the State, because I never lift my hand to earn it.

40438. (*Chairman.*) You would have a graduated income-tax and a classification besides?—Yes.

40439. (*Mr. Lansbury.*) About loafers; there are a good many people who are loafers besides those in the workhouse, are there not?—According to my classification I can find them.

40440. (*Mr. Bentham.*) With regard to phthisis, you have special wards provided in the Huddersfield infirmary, have you not, for those cases?—Yes. What we call the No. 3 Hospital is specially adapted for this class of cases.

40441. Is it set apart for that class only?—Yes.

40442. Since that has been done have you found that people will go in more readily than before?—No, we have not.

40443. What is their objection?—Their objection is that they fear it is the last turn-over when they are going up there. Not only that, but they do not like to leave home.

40444. Do you sympathise with that feeling?—No, I do not sympathise with it. I think it would be better for themselves, and better for the nation, and better for those that they are leaving.

40445. Cannot you persuade them to go in when they are a danger to others?—I have never been able to induce them to go in yet.

40446. Have you tried it personally?—Yes.

40447. (*Chairman.*) What is the objection? Is it because the relief is associated with the Poor Law?—It is on this account—there is a stigma somewhere which is getting hold of all the poor about this institution.

40448. I suppose there are two objections—one objection being that they do not want to give up their liberty and their employment, and the other objection that the institution they are going to is connected with the Poor Law?—Yes.

40449. Do you think that second objection is a strong objection?—Yes. The objection is not because they fear the loss of their employment or anything of that sort.

40450. It is rather the stigma of going into pauperism?—Yes.

40451. (*Mr. Bentham.*) I thought you said, speaking of the principle that animated them, that they had an objection to leaving home?—I might divide it between its character as they think about it and the attachment they have for their home.

40452. When you used the word "stigma" just now did you mean a deep sense of independence?—Yes.

40453. Is that deep sense of independence in the minds of the people superior, as it were, and stronger than you

Mr. W. Wheatley.

12 Feb. 1907.

The demand for skilled workmen.

Need for a graduated and differentiated income-tax.

Poor Law provision for phthisis cases at Huddersfield and need for compulsory powers of removing such cases to hospital.

Objections to ruralist appointments.

Difficulty of giving guardians greater freedom over appointment of officers.

Mr. W.
Whitley.

12 Feb. 1907.

Poor Law
provision for
phthisis cases
at Hudders-
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need for
compulsory
powers of
removing
such cases to
hospital.

Proposed
change in
method of
appointing
chairman of
board of
guardians.

would like to see it?—You will have to qualify that. What I mean, for instance, is this: We will take you and me; we are two sensible chaps, but neither of us, even if we unfortunately were suffering with phthisis, would like to think that we were going to rest our heads in that institution. With the training that we have had, you with the longer number of years than myself, and me with the short period that I have had, we might get over the scruple; I could get over the scruple if I thought it were bound to do me good physically and with the experience I have had these last three years. But I have to allow for my fellow-worker, with his knowledge and surroundings. He has not seen these things the same as I have, and he has a feeling that he wants to stay at home. That feeling has to be removed, and whether it has to be removed by force or whether we can do it by persuasion I am not certain, but of course it will have to be done, and if it needs force to remove them then I should use force.

40454. Is not their feeling for the children—that is, that they should protect the children against being infected like themselves by phthisis—a strong enough inducement?—It is not.

40455. In another paragraph (J) in your statement you refer to the chairman of the board of guardians retaining office; what do you mean by that?—I thought I made it clear to the Chairman.

40456. Your answer to the Chairman on the point was that he should act as returning officer; by retaining office, do you mean that he should be a permanent chairman of the board of guardians?—No. He should retain his office as chairman until the board assembled again.

40457. Supposing he is a candidate, could he act as returning officer, do you think, and be a candidate at the same time, or would you debar him from being a candidate?—You see we can now co-opt one, two or three members, and I think we should co-opt our late chairman before we retired.

40458. Could you do that?—I want the power to do so.

40459. You can only co-opt after you have re-assembled?—I ask for power in my suggestion to do that before, just exactly the same as is the case with the mayor.

MISS EMILY FRANCES SIDDON and Mr. ELI WHITWAM, called; and Examined.

Miss E.
F. Siddon,
Mr. E.
Whitwam.

12 Feb. 1907.

The proper
cases for
out-relief.

The class of
persons
applying for
relief at
Huddersfield.
The chief
causes of
pauperism at
Huddersfield.
Effect of
Local
Government
Act, 1894, on
the personnel
of the
guardians.

40471. (Chairman.) I understand, Miss Siddon, you have been a guardian of the Huddersfield Union since 1882?—(Miss Siddon.) That is so.

40472. And you have served in many capacities; you were for four years vice-chairman?—Yes.

40473. I understand that you refused the office of chairman?—Several times.

40474. I hope you are not the only lady on your board?—I am not the only lady on the board.

40475. I believe you have prepared a statement which we shall be glad if you will hand in?—Certainly.

(The Witness handed in the following Statement.)

1. I believe outdoor relief in cases of respectable old people when properly cared for, and of deserving widows with children, is a desirable and proper course, always provided such cases are carefully supervised and safeguarded.

2. In the Huddersfield Union the persons who apply for relief are mostly old people, and widows with children, and of course sick people.

3. Want of thrift more than anything else, and of course misfortune of various kinds, are the chief causes of pauperism.

4. The class of persons seeking election as guardians has changed very much since the Act of 1894, and I, personally, do not consider the change is proving beneficial, either to the real interests of the ratepayers or of the poor.

5. I think the principles of the Poor Law are sound, but I should like to see some reforms. Amongst others are:—(a) The amendment of the Infant Life Protection

40460. Would you make it a rule that the chairman should be co-opted for the following term of office; is that your proposition?—Yes, exactly the same as a mayor is elected.

40461. What salary has your clerk?—He has £150.

40462. That is as clerk to the guardians?—Yes, and then he has £65 for the assessment committee.

40463. Has he anything else?—There is nothing else, only the election income, and that runs to about £90.

40464. Every three years?—Yes.

40465. Would you not have to pay more than £215 every year for a good clerk?—I may be rather unjust, but I think that we ought to be able for that—it is really £250 a year, or close upon it—to get an efficient man to serve for the purpose that we have in our office. That is my individual opinion.

40466. You think it is enough for the post, do you—that is the point?—Yes.

40467. After all, I suppose you believe in every man having a proper reward for his labour?—Yes. But I think £6 a week for the duties performed here where there is only £30,000 in capital turned over, including all the establishment charges, asylums, out-relief—all the lot—is enough. We only pay our borough treasurer £500 a year, and he turns over and is responsible for the watching of loans and bonds of different amounts totalling up altogether to £3,000,000.

40468. Is he satisfied?—He has never asked for an advance.

40469. With regard to pauperism generally, there has been a rise in recent years; has the number of people in receipt of relief during the period of growing trade in the Huddersfield district risen?—Yes.

40470. How do you account for that?—Although we have had a growing trade in the textile industry we have had simply nothing going on in the building trades. I have watched my duty most carefully with every applicant who has come before me, and I can truthfully say that never a penny has passed my judgment that I have regretted; I mean to say, there has been sickness or there has been some cause whereby this relief ought to have been given. Now you observed us the other day; and if you think that we over-stepped our duty in our division—well then, I am at a loss.

Act so as to include all single child cases and cases where a "lump sum" is paid down. (b) Powers to deal with vagrants' children to take them out of the hands of children, quasi parents. (c) In all cases I would remove children from workhouses, and from all contact with adult paupers. In my opinion the boarding-out system in cases where it is possible is the ideal one, associated with the plan of scattered homes, quite away from the workhouse—not to contain more than ten children at most (eight would be better) in each home, of mixed girls and boys. (d) I also wish for more power of control over immoral and feeble-minded girls and women. And (e) I think cases of phthisis should be compulsorily detained for treatment in properly adapted hospitals.

40476. (Chairman.) I believe, Mr. Whitwam, you have been a member of the Huddersfield Board of Guardians for nearly twenty years?—(Mr. Whitwam.) That is so.

40477. I believe you also have prepared a statement which you will hand in?—Yes.

(The Witness handed in the following statement.)

1. I was first elected on the Huddersfield Board of Guardians, in April, 1887, and have sat continuously for the west ward of the township of Huddersfield during the whole period.

2. I have been permitted to sit on every kind of committee of which the board has been composed—and by the suffrages of my colleagues, I was for four years vice-chairman of the board; and afterwards four years chairman. I was also president of the Yorkshire Poor Law Conference in 1904.

3. In my opinion, the broad principles of the Poor Law are sound, humane, and just; and in my twenty years'

The emolu-
ments of
the clerk
to the
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Hudders-
field.

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feeble-
minded
women and
phthisis.

experience I have found it to be a very great boon, and blessing and help to innumerable poor persons in their time of adversity and need.

4. In making the above observation I am far from saying or believing that it is a perfect code—I have seen the list of suggestions forwarded by the Huddersfield Board of Guardians, of amendments in the law and procedure, and with the majority of those I cordially agree; but I am quite satisfied that so long as human nature remains what it is, a Poor Law will be required—and in my opinion the present system has stood a severe testing, and is far superior to any system that has come under my notice.

5. My first seven years as a guardian were served under the old qualification law, and the last thirteen years under the new system inaugurated by the Act of 1894.

6. I have no hesitation in saying that the Poor Law was better administered before the 1894 Act came into force: doing away with the qualification was a mistake—because since that era the administrator and recipient have been placed very nearly on a level; many of them of course quite unaccustomed to the distribution of monies raised from the public—and the common error into which they all fall is of regarding the poor fund as a charity which they may distribute according to sentiment—instead of an enforced levy compulsorily taken from the pockets of the poor as well as of the well-to-do, and which ought to be administered on different principles altogether.

7. Mr. Chaplin's Circular of 1900 was, on the whole, injurious—to the general body of the public. Guardians were exhorted to deviate from the old basis of destitution—or at any rate to adopt a very much wider definition, and to attempt to adjudicate on the deserving; this advice was readily made use of as a lever for wholesale increases in the relief given and often with little or no investigation.

8. One-third of the members of our board, are friendly society members, and in my opinion it does not conduce to good administration that so many representatives of one section of society should have so much power in the distribution of relief.

9. The board is composed of seventy-two members; this I think far too large a body for all practical purposes. I should like to exchange quantity for quality—and to reduce it, say, by one-half: it ought also to be elected on different lines. I have not thought out any scheme, but submit that it might be possible to select guardians from other public bodies.

Say, for example, the Huddersfield Corporation, to elect so many, and each of the twenty-two urban district councils, in the area of the union, to elect a number proportioned to their rateable value, population, and area.

40478. (*Chairman.*) There are certain suggestions you make, Miss Siddon, in regard to the amendment of the Poor Law. I should like to ask you, on the whole, do you think the principles of the Poor Law work well?—(*Miss Siddon.*) Yes, certainly, I think they work well. Of course, like other human institutions, they are capable of considerable improvement, which I hope will be brought about in many ways.

40479. Do you notice much difference in the tendency or ideas of guardians since 1894 when the new Act came into operation?—Yes, in many ways.

40480. To put it roughly, is the idea of certain of the guardians rather to help poverty than to relieve destitution?—I think so far as my own board is concerned there is a very decided tendency to almost a sentimental dealing with cases of destitution and of distress. There is a very great difference in that respect, I think. The composition of the board of guardians since that time is, I think I may say, essentially different, and it is working in that direction.

40481. As regards reforms, you would suggest an alteration of the Infant Life Protection Act so as to include all single child cases?—Yes, that is so. I have seen so many instances of single cases in our own district, and I am distinctly of opinion that inspection in all such one child cases is very desirable indeed.

40482. Next you would like power to deal with the children of vagrants?—Yes.

40483. You say, "To take them out of the custody of quasi parents." Do you mean to say that they are

only parents in name, or that the children do not belong to them?—It might be one thing or the other. They are perhaps parents in name, but at any rate they are not parents in fact and in the proper care of their children; that is what I think I meant. We see many distressing cases, and I suppose it is the case all over the country, of these parents taking children about with them in all sorts of bad weather and over bad roads, and in some instances the result is very distressing, indeed fatal to the children.

40484. We have had evidence that a considerable proportion of the vagrants' children look extremely well considering the life they lead?—I am very glad to hear that; it is not my experience.

40485. It is not your experience?—Certainly not; I will not say some do look well, but I have seen some that look extremely deplorable.

40486. Would you go so far as to say the hardship of the life they are subjected to in their tender years affects them throughout life?—Perhaps I am hardly justified in going so far; I have a great dislike of exaggeration, but certainly it has had a very distressing effect upon their life, both mentally and physically.

40487. Going on to the children that come under your control as guardian, you like the system of boarding-out associated with scattered homes?—Yes, distinctly.

40488. You put ten as the maximum that a foster mother can look after?—I should prefer eight.

40489. In Huddersfield what is the practice: do certain guardians take special interest in the individual scattered homes and in the children?—There is a children's committee appointed every year by the board.

40490. So you get to know practically I suppose that there is some guardian who personally knows, or is interested in, almost every child in the homes?—Yes.

40491. That is rather the result of the system, is it not?—Yes, I think that is so. Perhaps I ought to say I am myself the superintendent under the Local Government Board of the children's homes, and I am also Chairman of the children's committee, and I do take an individual interest in every child and in every case.

40492. Have you been able to follow those cases up after they have left you when they have gone into employment?—Do you mean the children who have been in the children's homes or the children generally speaking?

40493. I mean the children who have been in the children's homes?—The children's homes have only been established five years so far; I know all about the work, but of course there has not been much time for history.

40494. You have not had time to see the result?—I have time, but sufficient time has not elapsed yet.

40495. What is the policy of the board at Huddersfield in dealing with widows with large families? Do they take away certain of the children and school them?—No, they do not; that is not the policy of the board certainly; it has been done in exceptional instances, but as the policy of the board it is not so.

40496. Are any of the children who are in the scattered homes taken from families who are in Huddersfield, and would those children ever come in contact with their relations?—Yes, it does happen in some cases, generally with unfortunate results.

40497. It was suggested to us by some witnesses that in certain cases the result of the scattered homes system was that the children were well looked after and made to look tidy and clean and when they came in contact with their relatives whom they saw dirty and untidy it further had rather an unfortunate effect?—I do not know that it has prevailed to that extent; they have only seen their relatives under supervision, so to speak, that is of course when the relatives have been undesirable. I have not found that to be the cause at all, but of course it unsettles the children when their relatives get hold of them.

40498. Would you like to extend the age of adoption of children?—Yes, I think I should.

40499. To what age would you like to extend it?—Fifteen or sixteen.

40500. Is that long enough, do you think?—Yes, I think it ought to be in our district.

Miss E.
F. Siddon,
Mr. E.
Whitwam.

12 Feb. 1907.

Method of
dealing with
Poor Law
children at
Huddersfield.

Method of
dealing with
widows and
their families
at Huddersfield

Bad influence
of relatives
on Poor Law
children and
need for
powers of
adoption by
guardians.

Miss E.
F. Siddon,
Mr. E.
Whitwam.

12 Feb. 1907.

Need for
further
control by
guardians
over feeble-
minded and
immoral
women.

Difficulties as
to compul-
sory powers
of detention
of phthisis
cases.

Proposal
to make
phthisis
compulsorily
notifiable
and treated
at the ex-
pense of the
State with-
out stigma.

Question as
to detention
of ins-and-
outs.

40501. Your next wish is to have more control over feeble-minded and immoral girls and women?—I suppose that probably is the wish of almost any guardian who has had any experience of such cases.

40502. The evidence we have had is almost unanimous on that point?—Yes. I do not suppose I have anything new to take up your time with upon that score.

40503. Cases of phthisis you would like to compulsorily detain?—Yes, I am extremely interested in those cases, and I should like to see something of that kind. I am aware it is a very difficult question.

40504. One of the difficulties is the length of time required for the treatment of the case?—That is so.

40505. And you say that one of the deterrent causes preventing people in the early stages of phthisis from declaring it is the fear of losing their employment?—I have no doubt that is so to a great extent; of course, that is one of the difficulties.

40506. Have you thought out at all any scheme or plan for dealing with phthisis, because the difficulty which naturally suggests itself is, that if you compulsorily force persons in the early stage of phthisis to go into hospital, you must make yourself responsible, not only for their maintenance, but also the maintenance of their children?—That is so, of course; I think that must be so. I attended the Conference last year in Paris with reference to this subject, and I have followed it up a good deal since then. I represented my Board there, and I should very much like to see inspection of houses in which there are cases of phthisis.

40507. You would make it a notifiable disease?—Yes, and also that the home should be visited and precautions taken.

40508. Without pledging yourself as to details your inclination would rather be to treat it as an infectious disease?—Which in my opinion it undoubtedly is. We have a great deal of it, perhaps almost more than our share in the north, possibly owing to climatic influences, and I have seen some very painful results.

40509. Does factory life conduce to it?—That I am not quite sure about; it depends a good deal on the factories. There is so much being done in our neighbourhood now (of course, I am only speaking for that) with regard to the sanitary conditions of the operatives that that danger is at any rate very considerably lessened, I think.

40510. It has been pointed out to us that in certain cases of notifiable infectious diseases the patient is kept at the expense of the State. Your inclination I gather, is rather to go in that direction as regards phthisis?—I am afraid I do not see any other alternative, but I think the great danger of these phthisical cases is having these patients in their own homes, they spread contagion to such a very great extent.

40511. (*Mrs. Webb.*) May I ask whether if you detain the case compulsorily, you would make the man a pauper, or detain him as an infectious disease is detained by the municipality?—I prefer that.

40512. You prefer that phthisis should be treated by the municipality, and not as a question of pauperism?—I can hardly answer that question because there is hardly any provision for that; it is rather premature, is it not?

40513. It is rather important because the municipal authorities at present deal with other infectious diseases without charge or the stigma of pauperism?—You mean should I like all the cases of phthisis to be treated by the municipal authorities, apart from the guardians.

40514. Yes, without the stigma of pauperism, that is rather what I want to come to?—I have not really thought that out very much.

40515. If you detain a man compulsorily, it seems rather hard to make him a pauper?—I quite see that, that is rather one of the difficulties.

40516. (*Chairman.*) I thought the evidence was rather to the effect that the person would not be treated as a pauper if he were compulsorily detained?—I should very much like to see that if powers could be granted to that extent.

40517. You have had great experience as a guardian, would you like to have a general power of detention of persons in workhouses so as to prevent these ins-and-outs

discharging themselves whenever they like?—I do not know that I am prepared to agree to quite such a sweeping thing as that. I think there should be some definition of what guardians should do, which would be desirable in that condition of things.

40518. Have you in your experience come across cases where people have discharged themselves at times most convenient to themselves?—Yes, undoubtedly in very large quantities, but I took it your question meant the compulsory detention of all such cases.

40519. That if a person went into the workhouse he should not be able to get out just when it suited his convenience?—They have now, as you are aware, to give a long notice which we find to be a deterrent in some cases. I think only in that direction it is desirable in certain cases.

40520. Is there anything else you would like to add, because your experience is so very exceptional that we should be glad to hear anything you would care to say?—I do not wish to take up your time because there are more valuable witnesses to follow. I have seen a very great improvement, and seen it with very much pleasure, in the nursing arrangements; I hope that more may come in that direction. When I was first a guardian, at Crossland Moor Workhouse we had an old woman, in an old coal-scuttle bonnet as old as herself, to attend to all the cases there. We have now ten nurses; and at Dean House, which is really a sort of, I think I might call it, home for the chronic infirm and old people, we have five nurses, where there was formerly only one, not trained. I should like to mention that at one time (Mr. Bentham will know about it) there was a scheme brought forward in Yorkshire with regard to uniformity and a sort of combination of the arrangements for nursing through Yorkshire for small and large workhouses. There was a comprehensive scheme propounded and a Committee was formed; I do not know why, but that has apparently been lost sight of altogether. It seemed to me that that would have been a considerable improvement in the nursing arrangements not only in our larger workhouses but certainly in the smaller country ones.

40521. It was a sort of county combination?—Yes. I simply mention that because if it should come into your way to enquire into that I think it would certainly make for good.

40522. Was the county combination confined to infirmaries or did it apply to all the institutions under the Poor Law?—To all workhouse infirmaries, large and small.

40523. To secure uniformity of treatment throughout?—Yes, and to assist the smaller workhouses.

40524. Have you tried classification much in Huddersfield?—Not so much as in other unions, but to some extent.

40525. You have nothing like in Sheffield where they have Classes A, B., and C.?—We have classes for good behaviour and so on in which they have privileges; they are Classes 1, 2, and 3.

40526. Is Class 1 allowed very considerable liberty of going in and out?—Yes, and also what they very dearly love, tobacco and snuff and privileges of various kinds. Class No. 2 has smaller quantities of tobacco and snuff and smaller privileges.

40527. How are they classified, by their antecedents as they come in?—Yes, by their past careers to some extent, and also we take into consideration (I think we are extremely lenient in this matter and I am very glad we are) their conduct after they have been a short time in the workhouse. Then the guardians decide which of these classes they shall be put into.

40528. You put down and you put up people as they behave?—Yes.

40529. I suppose that is a good instrument in maintaining discipline?—I think the very best; human nature being what it is, I think it is very satisfactory.

40530. Is it felt in the workhouse to be rather a stigma to be put down from one class to another?—I think so, undoubtedly.

40531. Your board is a very large one?—(*Mr. Whitwam.*) That is so. There are seventy-two members all told; seventy-one elected and one co-opted.

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40532. You do not want it so large for business purposes?—We do not

40533. It is due I suppose to the incorporation of a number of rural parishes?—That is so.

40534. You think that since the Act of 1894 the tendency of the guardians has been to treat the poor fund as a charity?—That is so.

40535. You think that the Circular of 1900 rather tended to confirm that idea in the minds of the guardians?—Yes, that is shown by the very fact that for the year ended Lady Day, 1900, we were giving out-relief to the extent of £7,385, and for the year ended 1906, Lady-Day, we had risen up to the remarkable figure of £12,577.

40536. There was a great change in the board, was there not, some years ago, when a large number came on who were friendly society members?—Yes.

40537. Can you tell us what was the cause of that change?—We have certainly not had the interest taken in the board of guardians, and have not representatives there, that we ought to have had, it has never been considered of that benefit, the standard has not been high enough; in a way anyone could be made a member of the board of guardians. That has been the spirit for a great length of time. We have men on even now who are what you might call retired shop-keepers, tradesmen, and so forth. They simply come there, as it were, to spend the time; they never take any active part in connection with the work of the board from meeting to meeting. Of course that is not what we want—we want good business men if it is possible. We always get the most work out of the busiest men; with them there is not that leniency, they will not let their hearts run away with their judgment, or let their feelings take away what their good judgment is. I am afraid we have allowed things to go simply on sympathy.

40538. What was the cause of the friendly societies bestirring themselves?—In the first place they began to say that thrift should be recognised, and, of course, as you are aware, there was a permissive Bill giving guardians the option of not taking into account any subscription or sick-pay which they got from the friendly societies. Of course, they dealt largely with that, they waited upon the board, or rather asked to wait upon the board, and the board in its weak moment I am afraid made a mistake; it would not see them, and that caused a little bit of friction. The then president of the friendly societies set to work because they were determined they would have some representation on the board. That was, I think, in 1901.

40539. Did they bestir themselves because the board declined rather to recognise the principle of the change of the law?—They wanted to be heard on it, but after that, as you are aware, it became compulsory, but betwixt then and it becoming compulsory they determined they would themselves get on the board and see if they could not make an entire alteration in the administration of relief, and certainly they have been very successful in getting their members on. In 1904 they made the number rise to twenty-three friendly society members, and they have certainly taken action in such a way that they have been able to give relief without any opposition, as it were.

40540. They have increased the amount of out-door relief?—That is so.

40541. If their object is to encourage thrift has not their action on the board operated in the other direction?—As one individual, I think so. I think it is a mistake to make it too easy for those seeking relief, it is destroying their independence, it is contrary to what the Poor Law was originated for, which was simply to relieve destitution.

40342. Should you say that since the last election any considerable proportion of those in receipt of out-relief belong to friendly societies?—We have not such a very great number, as far as that is concerned, but, independent of that, whether they be of that class or not, they determined that everybody in receipt of Poor Law relief should be what they are called adequately relieved. It is a difficult matter to draw a line as to what is adequate.

40543. Is there a scale?—No, we have no tied scale.

40544. What is the general practice of the board; what do you consider adequate relief to a widow with young children, for instance?—Formerly I dare say we were somewhat little in that respect, we gave perhaps 2s. 6d.

for a grown-up person and 1s. 6d. for a child. We have raised that to double that practically.

40545. Was the supposition that that was sufficient, or that there were resources which were concealed?—In some cases I find that the relief has gone up because we have not had that investigation which we ought to have, we are short of that, because the cases have mounted up to such a quantity now that the relieving officers which we have are not able to cope with it. They cannot give that visitation which the matter ought to have.

40546. I understand that since the number of recipients of out-relief has increased the amount given to the individuals has also increased?—That is so.

40547. It has increased both ways?—That is so.

40548. Is this still continuing?—We are still going up. I will show you a statement of what occurred at the last meeting of our board. (*Same produced.*)

40549. Huddersfield is supposed to be exceptionally prosperous just now?—Exceptionally so, it has been so for the last half-dozen years, or even more than that.

40550. The distress committee, I understand, disbanded itself?—That is so; there was nothing for them to do. It is in a prosperous time that our out-relief has been going up so extensively.

40551. Do you say that this increase is largely due to the action of the representatives of, or the persons who were returned by, the friendly societies?—To a great extent. It is certainly their intention to rule the board, if possible. They are sending this pamphlet out now. (*Same produced.*)

40552. (*Miss Hill.*) That is on the eve of the election?—Yes, elections are a great deal to do with the conduct of our board. (*Miss Siddon*): Some of the members.

40553. (*Chairman.*) They lay down here that not less than 5s. a week for the destitute should be the amount given. Should you say that all the societies mentioned here, the working men's clubs and the kindred thrift societies combine to support this policy?—(*Mr. Whitwam*) They are trying to make it far more extensive now; they are putting others in.

40554. When is your next election?—In March. That is being issued now. You will see at the bottom they ask to be supported, so that they may be a majority on the board. They say that they live amongst them and know their requirements and what they ought to have. I have said something in my evidence as to the constitution of the board. Perhaps you will be giving that attention, you are here as experts and I have no doubt you will do something as to the formation of boards of guardians in future.

40555. In your judgment seventy-two is too large a number?—I think so.

40556. What should you say was a good number to carry on all the business and supply sufficient for the committees?—I think one-half is quite sufficient for what we have to do.

40557. Thirty-six?—Yes.

40558. How many relief committees have you?—Five relief committees.

40559. And they sit once a week?—Once a fortnight.

40560. Is the whole board divided amongst them?—That is so.

40561. What is the average attendance?—We have good attendances; there is no difficulty about having them there.

40562. On the committees?—Yes, there is no difficulty about that. Of course, it is a difficult matter to rule a board like that. Three of your members were present the other day, and I think they had a sample of how our board's business is carried forward.

40563. (*Sir Samuel Provis.*) You have some rural parishes in the union, have you, besides the urban district?—They are all urban, really.

40564. Your suggestion would be that the board of guardians should be made up of delegates from the county council and urban district councils?—Some- thing like the education committee: I think that better men would be got, more business men, men more fitted for the position.

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40565. In that case you would not get, would you, men specially elected who were well qualified to deal with the relief of the poor?—I think those that had the power would try to follow that out.
40566. If they were selected from their own body they would be persons who had been elected members of the district council not on account of their special qualifications for Poor Law purposes, therefore they might not be particularly interested?—That is, of course, always the case, you cannot govern that exactly. I would leave room for co-opting a few members. So far as that is concerned, all I ask is that something should be done in order that we should have a higher standard of persons serving on boards of guardians.
40567. I suppose you have wards now?—Yes.
40568. Would you get rid of the wards?—In this case I am afraid you would if you did something like that; this is simply a suggestion. I am not wedded to the scheme, but it may be a means of bringing something out in order to get better men to carry on the administration of the Poor Law.
40569. With regard to the county arrangement as to nurses that you were referring to, was it intended that there should be a sort of scale, a graduation, I should perhaps say, amongst the nurses, so that they should go first to small workhouses and gradually work up?—(*Miss Siddon.*) Yes, there was to be a sort of interchange. I am afraid I do not remember the exact details. That was the chief idea so far as I remember. That scheme seems to have been quietly dropped altogether. I just mentioned it because I thought it might be within your powers to deal with it.
40570. It is certainly very interesting?—Personally I was disappointed when it was dropped.
40571. It was limited to nurses?—It was entirely for nurses. No doubt Mr. Bentham could tell you more about it than I can. I believe he was vice-president of the Committee.
40572. (*Miss Hill.*) You said the Scattered Homes were only established about five years ago?—That is so.
40573. You knew the training in the days when the children were all at the large school?—Yes, at the school in the workhouse. We had the school within the workhouse grounds, the buildings were quite separate from the workhouse, but they were school quarters for the children within the workhouse walls.
40574. Were those large schools?—The numbers decreased so very largely. When I was first a guardian, we used to have from seventy to 100 children and upwards; at the time when our Scattered Homes were built we had, I think, something between twenty and thirty. We have now, for the size of the union, an unusually small number of children in the homes. We have about thirty-one, I think.
40575. Can you account for that at all? Do you know why it is?—I have tried over and over again; I really cannot give any satisfactory solution of it at all. One thing is, we take very much more care about getting the children who come under our care out. The boarding-out system with us I consider is a distinct success. We do not entrust the visiting of the children to the relieving officers, they have nothing whatever to do with them.
40576. That is boarded-out within the union?—Yes.
40577. You have a good many boarded-out within the union?—Yes, we have.
40578. Do you think, as far as you can judge with this short experience, that the result of the Scattered Homes will be markedly different from that of the workhouse schools?—Yes, I think so undoubtedly, it takes them entirely away from any surroundings of the kind, and the children are very much more normal, I think, and healthier in every way.
40579. You did not find the result of the school satisfactory?—I cannot say that; we were eminently fortunate in having officials at the workhouse who took very intelligent care of the children; but, of course, there was always the atmosphere. I feel sure the children are infinitely better without that, even with the short experience we have had.
40580. (*Mr. Patten-MacDougall.*) How would the cost of the two compare?—Curiously enough the cost of the homes is somewhat less per head than when the children were in the workhouse.
40581. Do you know what the cost is per head per child per week?—In the homes or the workhouse?
40582. In the Scattered Homes, taking everything?—It was 8s. 7½d. last year; that includes the whole of the charges.
40583. Including the building of the homes?—Yes, that is so. They cost rather more per head in the workhouse. That is a feature for which I am very thankful, because the guardians on my board were very much opposed to the Scattered Homes system. I, with some kind support, had to fight the battle and we did it with great difficulty.
40584. With regard to the reduction you propose from seventy-two to thirty-six, does each ward return a member of the board of guardians now or how is it?—(*Mr. Whitwam.*) In some cases there are four and in some cases there are six.
40585. From each ward?—Yes.
40586. How would you propose to reduce that, assuming that the present system remained and that it was an elected board of guardians?—I think I should knock off from each ward so many.
40587. Who would do that?—I suppose, as far as you are concerned, you would be able to make some recommendation which may come to something which will be practicable.
40588. (*Mrs. Bosanquet.*) Could you give us any idea whether the friendly society members are as careful in distributing Poor Law relief as they would be with the funds of their own societies?—I do not think they are.
40589. I take it they are very judicious with their own funds and one would expect them to make very good guardians. Do you think they regard it differently?—I do think so, they think there is money, you may as well have it, we want you to be well done for and have plenty to go on with. They have considered up to now that we have practically starved them and they think they ought to have more money and be made easy and comfortable.
40590. I think you said you have doubled the amount of relief you give to widows with children. Would you now give 3s. for each child?—We generally deal according to circumstances. There are other things to take into account many a time, and it is necessary to deal with each case on its own merits.
40591. Do you encourage the mothers of children to go out to work, or do you prefer them to stay at home and look after the children?—We encourage them to go out to work. (*Miss Siddon.*) Not in all cases.
40592. I understand part of the board prefers the mother to stay and look after the children?—(*Mr. Whitwam.*) It all depends on how they are situated. In some cases they have mothers living with them and they can leave the children with them. It is better, I think for the woman to be out and working, although not always.
40593. You would take into consideration what was to become of the children?—Certainly. That is a very great point. The children at any rate are what we want to look after for the future.
40594. Could you explain to us what exactly is your position as superintendent of the children. I think we have not heard of that before?—(*Miss Siddon.*) Unfortunately I do not enjoy any salary; that is one difference.
40595. It is an honorary position?—An honorary position entirely. We have an extremely kind and sympathetic inspector for our district who has always so far been pleased to speak with satisfaction of my efforts, and he has renewed the appointment from year to year.
40596. It is an official appointment?—It is sanctioned by the Local Government Board; it is not official in any other sense; as I say, it does not carry any remuneration.
40597. You do not do it simply as one private guardian; you do it from an official position as superintendent?—Yes, I expect it is rather an anomaly really, but that is what prevails. The clerk, Mr. Rigby, is associated with me.
40598. That gives you power to enter and report?—I believe absolute power.

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40599. Have you any system of reporting to the guardians on children who have left your care?—No system, it is reported to the Children's Committee, it is not necessarily reported to the board.

40600. In some boards they have regular yearly reports about all the children who have left their care?—A very excellent plan, but it does not prevail with us.

40601. You have no such record?—There is a regular report about the boarded-out children.

40602. Is that after they go out to service?—After they are boarded out there is a report.

40603. After they have left the care of the foster parent and become of age to work?—There is no official report.

40604. Would you favour a record being kept of them up to the age of twenty or so?—Yes, I think it would be decidedly a good thing. I have a sort of unwritten record of my own; nothing official, nothing connected with the board.

40605. Apart from such record, we really do not know how the children do in after life; the fact that they do well for a year does not tell very much?—No, it is desirable to have a record. As a matter of fact we do know, not as a board, but individually, how the children are going on.

40606. That would not be knowledge that would be available for every one?—No, it is not arranged statistically or anything of that sort.

40607. (*Mr. Gardiner.*) Would you like to see it a matter of legal obligation that a certain proportion of the guardians should be women?—That is a question I had almost rather you had not asked me. I think women ought to be able to do good work on boards of guardians, otherwise I should not have been on one for twenty-five years myself.

40608. I thought perhaps in the interests of the administrative work that might be so because it is so much detailed work?—Yes, I certainly think women would be useful; many of them are capable of being useful.

40609. Just like on the Education Authority they have a certain proportion of women?—Yes.

40610. Would you like to see the same principle applied to boards of guardians?—I do not think it is a very desirable reform.

40611. Are you satisfied with the size of your areas; you want the number of guardians diminished, do you want the size of the union increased?—(*Mr. Whitwam*) No, I should not like to see it increased, I think it is very large already.

40612. Do you think it is too large?—I think unions are better administered when they are smaller.

40613. As to the classification of the indoor poor for instance?—It might be better for that.

40614. It is rather a choice of evils, is it not?—It is a matter of opinion.

40615. (*Dr. Downes.*) With reference to the cost of the children's homes, a table in the annual report of your union for the year ended Lady Day 1906, gives a somewhat different total than that which you mentioned?—(*Miss Siddon*) I took Mr. Whitwam's figures; the cost varies a little from year to year. I see it is rather more there, but it did not occur to me to bring my figures. Mr. Rigby will be able to explain those.

40616. (*Mr. Nunn.*) I am looking at this election pamphlet which you kindly placed in our hands. What is the usual practice of your board with regard to the destitute and deserving aged and infirm poor. Do they get an outdoor allowance as a rule if they are able to stay out?—(*Mr. Whitwam*) We have always considered they did.

40617. Has it been fixed upon any definite scale?—No, the board refused to fix a scale.

40618. You refused to do that?—Yes, the guardians are of opinion that they should use their own judgment in the cases as they like.

40619. Has your board any facilities for warehousing the furniture of the home of an applicant if he has to come in temporarily with his family?—Yes, at the union offices.

40620. You do do that?—Yes.

40621. I see that they do not allow any mention of allowances during sickness to an able-bodied man here; have they instituted any pressure in that direction at all on the board?—No.

40622. When an able-bodied man falls sick, would it be the policy of the representatives of these friendly societies to deal strictly with him by the offer of the house?—No, it is seldom now we do offer the house; we cannot get such a thing now.

40623. Is not that cutting their own throats rather, to offer men a Poor Law allowance instead of encouraging them to belong to their own sick benefit clubs?—They do encourage them to be thrifty by belonging to friendly societies.

40624. At the same time they encourage them not to by offering them out-relief instead of the house?—You may put in that way, but they do it.

40625. Is it the case that your relieving officers do not take relief to the aged and infirm to their own homes?—We have a resolution of the board which says that the various relief committees can give instructions where that should be done, but it would be a very difficult matter for all our cases to have it taken to them.

40626. It is at the option of the relieving officer to give it at the pay stations?—Yes. It certainly would be a good thing if it could be done; it would be all right if it could be taken.

40627. Has the board passed any resolution with regard to the enforcing of maintenance by able-bodied sons able to support their parents?—In cases where they are capable.

40628. You have not carried out their policy in that respect?—Yes, I think that simply means where a son has not much coming in he does not want to have his own family impoverished by paying for his own parents.

40629. That is not an absolute proposal of theirs?—No.

40630. (*Mr. Bentham.*) With regard to the formation of boards of guardians, you say in paragraph 9, "I have not thought out any scheme, but submit that it might be possible to select guardians from other public bodies." What was your idea as to that; a board that would take the place of the present board of guardians?—It would still be a board of guardians composed of different representatives.

40631. Do you want to get away from the representative directly elected by the people?—I am rather inclined to that.

40632. You think that the present mode of election makes it possible for persons to be elected on the plea of giving out of the rates something which is to the people's taste?—Yes.

40633. And that that is a mischievous policy; is that your opinion?—That is so.

40634. By the representatives from other bodies, were you thinking of the City Council or other public bodies?—Yes.

40635. Would you include representatives from charitable institutions?—As far as that is concerned I should give the board itself, when composed, power of co-opting.

40636. Would you have any representatives directly nominated by the Local Government Board?—I should very much like that.

40637. You are not afraid, are you, of more restrictions being placed upon the guardians by the central authority?—Not at all.

40638. With regard to your workhouse arrangements, I think you said there is some form of classification adopted?—Yes.

40639. Is that left in the hands of the master?—No, the committee; it is brought before the house committee.

40640. You have already provided an able-bodied section of the workhouse, I understand?—That is so.

40641. Has that been in operation long?—No, we have not put all the restrictions on to it yet.

40642. And cases are selected by the master from the ins-and-outs and put in this test house; are they then brought before a committee to sanction it?—That is so.

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40643. They are given a test of work and they do not come near the other inmates?—That is the intention. We have not strictly carried it out, but we intend to isolate them from the others.

40644. Has that been brought about by having a good many ins-and-outs?—Yes, we have really found it is the same over and over again, they are out and in again; they will not work and we have a difficulty to make them work even then in many cases; some of them have been sent to prison two or three times, they would sooner be in prison than out, they say one is as good a shop as the other.

40645. What is the effect of this arrangement?—We are hoping to make it deterrent so that they shall not come to the workhouse.

40646. Is there any classification of the aged people inside the workhouse?—Yes.

40647. Whose hands is that left in?—That comes before the committee also.

40648. There are no rules, I think, you said with regard to outdoor relief?—No.

40649. In the minds of the guardians there is an unwritten law, is there not, that is, to take your test labour, that the man gets 2s. 6d., his wife 2s. 6d. and each child 1s. 6d.?—That is fixed.

40650. Was that fixed by a resolution of the board?—Yes, and sanctioned by the Local Government Board.

40651. The amount per head?—Yes.

40652. Then you have a scale of relief?—In that case. (Miss Siddon.) For that class only.

40653. Has it led to a practice being adopted; that because there is a scale fixed that scale of allowance is granted even though there might be earnings which even amounts to more than the amount granted?—(Mr. Whitwam.) That is taken into account.

40654. Do you mean that earnings are deducted?—We do not give it. (Miss Siddon.) The person does not receive the same amount for the test work. (Mr. Whitwam.) We only give them so many days.

40655. Would that be so in every section?—(Miss Siddon.) It is so in my section; I am the chairman of the Holmfirth section.

40656. Take a case like this, a man and wife and seven children and the two older children are earning together 18s. a week; that leaves the man, his wife, and five children dependent. The same relief would be granted, viz., 12s. 6d. a week on this scale, as would be granted to a man, his wife, and five children only, would it not?—The man would not have so many days given to him; he would not have so many days of work allotted to him, therefore he would not receive so much for it. I take it that is your meaning, the scale would be the same, but the work would be less, therefore the pay would be less.

40657. I thought the relief was granted for a week?—So many days in the week. That is what is done in the Holmfirth section, certainly.

40658. I suppose the week would be divided into six days and the man would be paid for each day?—That is so; it would be in proportion.

40659. (Miss Hill.) I gather that the scale per day is a standard one, but that the Committee decided, according to the circumstances of the family, how many days work are allotted to individuals?—That is so.

40660. (Mr. Bentham.) That was not done on the occasion of our visit, the instance I have given you is an actual case?—Then you did not come into the Holmfirth section.

40661. The same amount was granted in the case with 18s. a week coming in as in the case where there was no income whatever?—(Mr. Whitwam.) Was that in No. 2 section?

40662. I do not know it by number?—Mr. Rigby will answer you if there is anything different about that.

40663. It is possible to have a wide diversion in practice in the different sections?—(Miss Siddon.) I think so undoubtedly.

40664. The members sit for the district which they represent, do they not?—That is so.

40665. Is the Chairman of the Relief Committee elected for a whole year?—Yes.

40666. For other classes of case you have no scale of relief, have you, take old people for instance?—No fixed scale in any section.

40667. In the case of a widow with children is it the practice to give relief to the widow herself?—(Mr. Whitwam.) An able-bodied widow? The relief of widows with children at Huddersfield

40668. Yes, with children?—We have done that. (Miss Siddon.) That is exceptional.

40669. What is the practice?—(Mr. Whitwam.) Really in practice we ought not to do so, they say she can go out working for herself. It is the wrong principle if we do it. (Miss Siddon.) It is done practically.

40670. Take a widow with five children, if you grant relief in that case and she has no known earnings, what would you give, and how would you arrive at it?—It would depend on the age of the children.

40671. (Mrs. Webb.) If they were of school age?—You mean where the children are not able to earn?

40672. (Mr. Bentham.) Where there are no earnings?—We should give 14s. or 15s. in that case.

40673. How would you arrive at it?—Of course it depends so very much on the circumstances; sometimes there is a widow who has a sister well off next door, or a mother or sister who helps her. We should take that into consideration. I only gave that as a rough estimate. She might have somebody who would look after her children while she went out to work.

40674. In your own mind, is this so much per head for each child and so much for the widow?—As a rule, 2s. 6d. for each child, 2s. for quite an infant, and 3s. possibly for the widow. I can only speak very indefinitely because it depends so much on the circumstances of the case. We find in the country districts the neighbours help each other so much, sometimes one pays the rent, and so on; but taking it roughly you might take that as an answer I think.

40675. With regard to the children admitted to your Homes, are they admitted directly into your Scattered Homes or do they go to the workhouse?—If it can be possibly avoided they do not go to the workhouse. We have one home in the town for the children and the other two are in the country, five miles out from the town, on the edge of the moors almost. Methods of admitting children to Scattered Homes at Huddersfield

40676. Are the children received at the home in the town or at the workhouse. On the admission of the parents to the workhouse where would the children be admitted; at the workhouse or the home in town?—If possible they are taken to the home direct, in some instances they have to go to the workhouse for a night or two, but if possible they are taken to the home direct. Accommodation is getting limited so that it is necessary to say that we sometimes have to take children to the workhouse until there is room for them in one of the Homes.

40677. Is the practice then to admit them to the home or the workhouse as a general rule?—Both ways. (Mr. Whitwam.) The fact is that we were not able to get the Board to give us power to build a receiving home.

40678. You have not established a receiving home?—(Miss Siddon.) No we have not.

40679. As a matter of fact they are received at the workhouse?—(Mr. Whitwam.) It is generally so, we have no other alternative in many cases. (Miss Siddon.) We have no receiving home and at present the accommodation at the homes is too small for our requirements.

40680. (Mrs. Webb.) With regard to the inspection of the boarded-out children, I did not understand who inspected them?—The Boarding-out Committee. The inspection of children boarded out within the union at Huddersfield

40681. Is that a Committee of ladies?—No, there are some ladies on it at this present moment. (Mr. Whitwam.) Miss Siddon is on, and she visits.

40682. How often do you visit?—(Miss Siddon.) I visit the children on my special list once in six weeks. I very often see them, but every six weeks or two months I make an official visit.

40683. Is that the common case in the union?—Yes.

40684. Are they ever medically inspected?—Yes.

40685. When?—Every month, and the district medical officer sends in a return; he is paid so much a head for doing so.

Absence of out-relief rules at Huddersfield. Test labour allowances at Huddersfield.

Want of uniformity in administration of relief at Huddersfield. Guardians administering relief to their own constituents.

40686. Are their teeth attended to?—Yes, we make a point of that.

40687. How many are there of them?—Roughly speaking about thirty.

40688. I find with regard to the children who stay with their parents, the widows, there is roughly speaking about 100?—I should have thought more, but I really do not know.

40689. How do you inspect those?—There is no inspection except when the relieving officers visit them.

40690. You do not think the relieving officer is good enough for the boarded out children?—No.

40691. Then why do you think it is good enough for the widows' children?—I do not think I do.

40692. Do they ever get medically inspected?—Of course if their parents take them, otherwise I do not think they receive any medical inspection; I am not aware that they do.

40693. Do their teeth get attended to?—If the mothers call the doctor's attention to them.

40694. Not otherwise?—I am not aware of it.

40695. You do not think your board of guardians is under any responsibility for those children?—I am not prepared to say that, but not the same responsibility, certainly.

40696. How much responsibility? How far do you really see that these children are getting sufficient food and are being properly brought up?—We do not see very much in our union certainly; there has been an idea that there should be, I have wished it myself, an inspector for that particular purpose. I hope that will come. It is one of the things I should venture to hope from the result of the deliberations of this very important Commission.

40697. Do you not think that is a very important question for us to investigate?—I do.

40698. I want to draw your attention to the fact that there are 260,000 Poor Law children, and 200,000 of them are practically being brought up in homes like this?—I should deprecate any visit from the relieving officer where it could be avoided.

40699. Whom would you suggest and what would you suggest?—I should certainly suggest an inspector. I have always thought that more inspectors were wanted at, and certainly more women inspectors.

40700. What type of woman, not the relieving officer type, but a sort of sanitary inspector type, the health visitor type?—I should suggest a woman suitable for the purpose and trained for the purpose to some extent. In Huddersfield we have, as I have no doubt it is perfectly well known, two women visitors.

40701. Medical officers?—Yes.

40702. Is that the type of person which you would suggest?—Yes, certainly. Not quite so official as that, but certainly in that direction.

40703. You would regard it as very important that all those children, who are practically being brought up in a state of pauperism, should be inspected?—I should expect that such inspection would lead to very good results. I have no practical experience of it whatever, I do not know what it may be.

40704. As a board, you have not felt really responsible for those people?—No, I do not think so, Yorkshire

people are somewhat sensitive and resentful of any interference with their children in their own homes.

40705. (*Bishop of Ross.*) You state in your précis that the boarding-out system, in cases where it is possible, is the ideal one?—That is my own experience.

40706. For suitable cases, do you consider the boarding-out system superior to the cottage home system, for cases suitable to the scattered homes?—I think that the boarding-out system is the best in cases where children are eligible for boarding-out (of course it can only prevail in those cases), because it incorporates them so entirely with the families, it grafts them so to speak on a family, and in our district it has certainly been, I think I may say, almost an unqualified success.

40707. You have boarded-out some of them in the town and some of them in the country?—Yes. In the country it is within the union, but we have given the preference I think to country townships.

40708. To what class of family have you taken them in the country?—The ordinary artisan. Of course, the larger proportion of them are mill operatives; there are several policemen and people of that kind. We always take care that the children do not go into any home where their adoption would mean money profit of any kind.

40709. You are quite satisfied that the results from the boarding-out are at least equally as good as the results from your scattered homes?—Yes, because in the boarding-out I think the children are really started, as it were, they are grafted into a family.

40710. They get more of a family instinct?—That is so.

40711. You think it is naturally the ideal?—Yes, that is my own idea.

40712. The nearer you can get back to the family, the better?—Yes, in the homes, however well they are managed and however good the foster-mother may be, it always must be to a certain extent an institution.

40713. (*Chairman.*) Is not pecuniary or monetary advantage one of the inducements of the foster-mothers to take these children who are boarded-out?—I think that is not a consideration really with them.

40714. You think not?—I do not think it is worth thinking of at all. We give very small pay with them, and I do not think it really has any weight with them.

40715. Has the foster-mother as a rule got other children?—Yes, very often she has unfortunately lost her own and wants to adopt one in its place. In some cases there are other children, but I should say the other is the usual case, the wish to adopt a child.

40716. Is any proportion of the class of foster-parents in such a position as that the small saving there might be from keeping a child rather on short commons would come into consideration?—There are very very few instances. As you are aware orphan children now only can receive relief under the boarding-out committee. We have in one or two instances been obliged to continue, or we have felt obliged to continue to allow the children to remain with their relatives when we should not otherwise have chosen them: it is not an ideal home, but we have continued the children there and paid for them, some of those homes are very poor, but in no cases certainly are the children in any way short of food or any necessities.

Miss E. F. Siddon, Mr. E. Whitwam.

12 Feb. 1907.

The advantages of boarding-out for certain classes of Poor Law children.

The motives of foster-parents in taking boarded-out children.

Mr. EDWIN ARTHUR RIGBY, called; and Examined.

40717. (*Chairman.*) You are the Clerk to the Guardians of the Huddersfield Union?—I am.

40718. You have prepared a statement which we will treat as your evidence in chief, if you will kindly hand it in?—Very well.

(*The Witness handed in the following Statements.*)

1. Statistics relating to the Huddersfield Union:—

Population:			
County borough	-	-	95,047
Rest of area all under urban district councils	-	-	71,599
			166,646
Inhabited houses:			
County borough	-	-	22,356
Rest of area	-	-	16,627
			38,983

Houses with less than five rooms:

County borough	-	-	-	15,236
Area of union:				
			acres.	
County borough	-	-	-	11,854
Rest of union	-	-	-	59,757
				71,611
Rateable value:				
			£	
County borough	-	-	-	477,977
Rest of union	-	-	-	310,927
				£788,904

Mr. E. A. Rigby.

12 Feb. 1907.

2. The district was remarkable at the census in that there was a decrease in the population of 1,753 as compared with 1891 and the decrease was pretty general, only

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children.

Station as
to Hudders-
field Union.

Mr. E. A. Rigby. ten townships out of the thirty-three into which the union is divided shewing an increase.

12 Feb. 1907. 3. No satisfactory explanation of the decrease has been suggested, but for a number of years statisticians have noted the very low birth-rate and marriage-rate.

4. Practically the whole of the buildings in the district are built of stone, there being an abundance of good building-stone quarried in the immediate neighbourhood.

Industries at Huddersfield. 5. The district is the centre of the woollen cloth manufacture which forms the basis of the industries of the district; some of the finest and best cloths produced as well as large quantities of cheaper grades for the ready-made clothing trade are manufactured in the district.

6. The raw material is treated in all its stages. A number of mills are occupied with the production of yarns for the Nottingham and Leicester markets. There are also a number of mills engaged in spinning cotton yarns and one of the great cotton thread firms is identified with one of the small towns in the union.

7. The water of the district, being of a very soft character, is eminently suitable for dyeing and finishing purposes and is an important factor in the prosperity of the district.

Industrial and social prosperity of Huddersfield. 8. There is plenty of employment in the staple trade of the district at fair wages; the young people and girls of the family readily find work, and, as a consequence, the majority of the people are well clothed, housed and fed.

9. As indicative of the prosperity of the district the following figures may be given as applicable to the Huddersfield district:—

	£	s.	d.
Amount standing to credit of depositors in the Yorkshire Penny Bank -	607,193	4	9
Amount standing to credit of depositors in the Huddersfield Savings Bank -	731,738	11	11
Amount standing to credit of depositors in the Huddersfield Building Society -	493,182	0	0
Amount standing to credit of depositors in the Halifax Building Society, estimated -	650,000	0	0
Amount standing to credit of depositors in the Huddersfield Co-operative Society -	185,614	0	0
A number of independent co-operative societies in the district, estimated -	10,000	0	0
	£2,677,727	16	8

10. It is generally recognised that the above deposits and shares are mainly contributed by the working class population.

11. The county borough which forms about two-thirds of the union is amongst the most advanced of those bodies.

12. The water, gas and electricity supplies are owned by the municipality, as also are the tramways, parks, free library, technical college, and municipal lodging-house.

13. The municipal debt is £3,750,000 or £39 6s. 11½d. per head of the population.

Workhouses and scattered homes at Huddersfield. 14. The only peculiarity in Poor Law administration that I would refer to is the fact that we have two workhouses, one (modern) adjacent to the town with accommodation for 500 inmates, the other five miles away with accommodation for 300, very pleasantly situated and which is reserved for the more respectable aged and for about sixty harmless lunatics and imbeciles. We have also three scattered homes for the children.

The proper classes for out-relief. 15. Wherever clean and comfortable homes can be found for respectable aged people who have fallen on evil times I am in favour of out-relief, also in the case of respectable widows with young children.

Need for exhaustive investigation of out relief cases. 16. In every case there should be exhaustive enquiries and all through the period of chargeability the relieving officer's investigations should be repeated.

The classes for indoor relief. 17. For the thriftless, shiftless, and the unemployable I should give only indoor relief.

18. A large proportion of those who apply for relief are the aged and infirm who have struggled on to the utmost and only in the last extremity sought poor relief.

19. Another large class is composed of single women who appear to eke out a living by hawking or charring or keeping a small sweet-shop or the like. The classes applying for relief and method of relieving some of the cases at Huddersfield.

20. There are many cases of sudden or temporary sickness. In one recent half-year out-relief was given to twenty-nine deserted wives. In a number of cases relief was given to men or women whose only home is the common or municipal lodging-house.

21. In many cases relief is given to an aged father or mother in order to compel some obstinate son, occasionally living under the same roof, to contribute his share to the parents' support.

22. An Italian organ-grinder, his wife and four children have had out-door relief now for one or two years and another of the same nationality, a hawker of images and his wife and three children have likewise been accorded outdoor relief to the extent of £11 in a half-year.

23. With regard to the causes of pauperism there are the usual general causes at work. Accident, misfortune, improvidence, thriftlessness, drink, idleness; examples of all these can readily be found, but I am not aware of any special causes peculiar to the Huddersfield Union. The causes of pauperism.

24. It may be remarked, that the class of persons seeking election will probably be affected by the qualification and the electorate. Now, with regard to the first, any adult free from the statutory disqualifications who has resided in any part of a union area for the twelve preceding months is qualified for election, so that very few people will be excluded on that ground. The class of persons seeking election.

25. The electorate is the most comprehensive and takes in every other qualification.

26. The Huddersfield Board of Guardians is composed of seventy-one elected members and one co-opted one. There are thirty-three townships, and at least one guardian is elected for each township.

27. In some of the country townships it means considerable out-of-pocket expenses. For example, it costs one member 2s. in railway fares to attend the board meeting and many others proportionate sums and similar expenditure to attend workhouse and other committees, and unless some method of finding these expenses for a representative be discovered, this acts by way of restricting the class with which this paragraph deals.

28. At the election of 1901, 105 persons were nominated, and of these sixteen were women, twenty-six were described as "gentlemen," meaning for the most part that they had retired from work or business and were living on their means, there were four licensed victuallers, four woollen manufacturers, and nine other representatives of various manufacturing processes, three clergymen, two Baptist ministers, three coal merchants, three insurance-agents, two grocers, one solicitor, one surgeon, fifteen others were masters on their own account, including a street news-vendor, and the rest were engaged in various occupations which in the event of election would necessitate their making arrangements with their employers for permission to discharge their duties. A considerable number of the candidates had no knowledge whatever of the duties they were anxious to discharge and at the last election (1904) twenty-three persons were elected who were absolutely new to the work.

29. I should like at this point to refer to the existence of the Huddersfield Board of a party which is promoted and returned in the interests of the friendly societies. Represented by the Friendly Society members of the Huddersfield Board of Guardians.

30. I believe that the genesis of this movement lies in the fact that in May, 1899, a deputation from the friendly societies sought an interview with the board of guardians on the subject of the adoption of the Out-Relief Friendly Societies Act of 1894. They were kept waiting some time, and whilst the board discussed the advisability of receiving them; ultimately by a majority of one vote the guardians refused to hear the deputation, and they went away feeling very indignant. policy as to relief.

31. Two bye-elections occurred shortly afterwards and supporters of the friendly society party were returned in each case.

32. At the election of 1901 they formulated a programme, held public meetings, and made a vigorous canvas and succeeded in defeating the chairman of the board and returning a number of members pledged to support their views.

Method of administering relief at Huddersfield.

Large increase in out-relief at Huddersfield since 1900.

Suggested reforms:—
“Relief Regulation Order.”
Deserted wives.
“Family income.”
Destitution.

Guardians’ officers.

33. At the election of 1904 a similar procedure was again followed and some twenty-two or three members returned. Their policy appears to be to give out-door relief in every possible case and only in the last resort to give workhouse orders and to pay special regard to the case of any members of friendly societies which may come before the board.

34. They have also advocated a reduction of officials’ salaries and resolutely opposed an increase in the staff which the Local Government Board have urged ought to be made.

35. For relief purposes the union is divided into five districts, two of them covering the county borough area and the remaining three the country portion of the union.

36. There is a relieving officer assigned to each district and under a special Order of the Local Government

Board a relief committee considers and adjudicates upon the applications for relief in each district.

37. The committees meet fortnightly and act under the Out-Relief Regulation Order. There are also the following special regulations adopted by the board with which the committees must comply.

38. “Out-door relief may not be granted in any case for more than fourteen weeks at a time, nor to any able-bodied person for longer than four weeks at a time; nor to any new case for a longer period than four weeks, and each application should be treated by the relieving officer as a new application.”

39. The guardians for the wards or parishes comprised in the area form the committees.

40. The table which follows shews the number of persons relieved and the amount paid during the half-year ending Michaelmas, 1906:—

Mr. E. A. Rigby.
12 Feb. 1907.

Statistics as to pauperism, etc., at Huddersfield.

Name of District.	Number of Guardians forming Relief Committee.	Population.	Area (Acres).	Number of paupers relieved half-year ending Michaelmas, 1906.	Amount of Relief half-year ending Michaelmas, 1906.	Number of District Medical Officers.
					£ s. d.	
Huddersfield (No. 1) - - -	17	50,179	4,514	739	1,630 12 1	6
Huddersfield (No. 2) - - -	18	39,509	6,004	989	2,402 9 11	3
Kirkburton - - - - -	10	18,356	16,167	208	592 8 0	4
Holmfirth - - - - -	14	24,636	25,229	208	534 0 8	5
Slaithwaite - - - - -	13	33,966	19,678	449	1,358 11 5	3

41. I have also attached a diagram shewing the course of relief for the twenty-five years ending at Lady Day last. From this it will be observed that the marked and continuous rise in out-relief dates from 1900, the year of Mr. Chaplin’s Circular, nationally, and the advent of the first friendly society members, locally. (See Appendix No. IX. (A).)

42. The expenditure on out-relief in the year ending Lady Day, 1901, was £7,626 and in the year ending Lady Day, 1906, £12,577, an increase in five years of 64·9 per cent. The number of persons relieved on the 1st January, 1901, was 1,441, and 1906, 1,983.

43. If the several districts be analysed it will be found that in the No. 1 and No. 2 Huddersfield districts whereas in the twelve months ending at Lady Day, 1900, the relief paid was £4,056; in the six months ending at Michaelmas, 1906 it was £4,053 or nearly as much in six months in the summer of 1906 as in the twelve months, six years before, and this during a time of prosperity and with the staple trade of the district fully employed.

44. I submit with some diffidence one or two suggestions for reform in administration.

45. A new “Relief Regulation Order” should be issued and the cases in which relief may or in which it may not be given should be made clear.

46. The question of relief to deserted wives should be explicitly dealt with.

47. The question as to whether the total income received by a family should be taken into account or not should be made quite clear.

48. What constitutes destitution might be set forth, and in what cases, if any, guardians may depart from insisting upon it as a condition precedent to granting relief, and having laid down clear rules for the granting of relief the central authority should instruct their auditors to surcharge any relief given contrary to the Order.

49. They should also insist upon competent officers being appointed. It is notorious that guardians frequently appoint persons as relieving and other officers who have no knowledge or experience of the Poor Law whatever.

40719. (Chairman.) How long have you been Clerk to the Guardians?—About ten years and three months.

40720. During that period has there been an increase in the area of the union?—No.

40721. Your Board of Guardians consists of seventy-two members. The previous witnesses have expressed the opinion that that is too large. Do you concur?—Yes, I think it is an unwieldy board. The board itself is unwieldy and so are the committees. It necessitates all the committees being very large in order to get the different districts represented. One of our relief section committees has eighteen members, another seventeen, the workhouse committees have thirty and twenty-five.

40722. What would you take as the number for an ideal board? Is twenty-four too small?—I suppose you would want each section of the district to be adequately represented?

40723. I was thinking of it simply from an administrative point of view?—I have had no experience apart from Huddersfield.

40724. The population of Huddersfield has gone backwards, I understand?—From 1891 to 1901 it went backwards about 1,000.

40725. Did the town shew outward signs of growing during that period in the way of building, and so on?—Yes, but the details of the census shewed that it was merely a migration from the centre to the outside. The old property in the centre of the town became empty and new property and better property was built on the outskirts which made people move out there. We have only one ground landlord, all the land in the town has been taken up by one ground landlord, and the consequence is there have not been any freeholds, and until we got a good tram system established it made the rents in the town somewhat high, but now with the trams you can get out into the outskirts quickly, and more artisan property has been built on the outskirts, and that has led to a little bit of the transference.

40726. Those outskirts are within the union?—Yes.

40727. So that the migration of population you refer to has nothing to do with the decrease?—No.

40728. During that time has there been any migration of the business or has the business of the factories and other employments increased?—No. Within that ten years period I am not aware of any migration. I am not aware of any explanation that can be offered for the decrease except the one I give in my statement: the aversion to having large families; I think I may put it that way; that seems to have got hold of the popular mind; people will not have large families.

Reduction in membership of Huddersfield Board of Guardians.

Decrease in population of Huddersfield between 1891 and 1901 and its probable cause.

Mr. E. A. Rigby. 40729. You became clerk ten years ago ?—In November, 1896.

12 Feb. 1907. 40730. The Act of 1894 was already in operation ?—Yes ; but I was previously clerk to the late clerk, for some five years before that, so that I was thoroughly in touch with any change that took place.

Effect of Local Government Act, 1894, on personnel of Board of Guardians.

40731. You rather concur in the view that the standard of qualification of guardians has deteriorated ?—Yes ; we find it most distinctly on the assessment committee. Whereas we always had the four justices of the peace *ex officio* members, who gave the committee a standing from a higher class of business men, now the 1894 Act having abolished *ex officio* guardians, we have to have all the members of the committee elected from the board, and the consequence is that we have a decidedly inferior assessment committee. I feel it in that respect more than anywhere else ; but, all round, I think it has led to an inferior standard of membership.

Influx of friendly society members on Huddersfield Board of Guardians ; their policy and its results.

40732. At the last election the friendly societies made a combined effort, with the result that they returned a good many persons representing them on to the board ?—Yes, at the last two elections.

40733. The result you describe in paragraph 33. "The policy appears to be to give outdoor relief in every possible case and only in the last resort to give workhouse orders, and to pay special regard to the cases of any members of friendly societies who may come before the board." That describes, in your judgment, the general operations of those representing the friendly societies ?—That is so. I dare say I could supplement that with evidence from the relieving officers as to what members of the friendly societies have said, in No. 2 section particularly. Certain members of the friendly societies have said they were strongly averse to using the workhouse test ; they have expressed the opinion repeatedly that they would not approve of the use of the workhouse test. They have gone in for this : they meant to give 5s. a week to every possible case.

40734. They have raised the scale and increased the numbers on outdoor relief ?—They have raised the scale, and the effect of it has been largely to increase the numbers on outdoor relief.

40735. That is to say, the number of applicants has increased ?—Yes ; it is much easier to get relief now than it was before.

40736. How do you account for these societies taking this combined action, their object is to induce people to join them and promote thrift. It would seem at first sight that their action in giving so much outdoor relief would be contrary to the interests of these societies ?—That is as it strikes me, and as it has struck me all the way through. The two things were contradictory. I give a slight suggestion as to the historical way in which this thing arose through the deputation that waited on us to get us to adopt the 1894 Friendly Societies Act, which gave permission to ignore 5s. Our board would not take any notice of it. The Friendly Societies Act of 1894 gave a permissive power to ignore 5s. a week. My board practically ignored that Act ; we had one deputation before us which was heard, then after some time a scale was drawn up which partially adopted this suggestion and made certain allowances. That was not satisfactory to the friendly societies people, and later on again another deputation sought to influence the board, but the board would not hear them. I think it was an exceedingly rude thing, and very bad tactics, as it turned out. I think that was really the fundamental reason of this friendly society movement.

40737. It was the attitude of action or inaction which the board of guardians adopted in connection with the Out-relief Friendly Societies Act, 1894 ?—Yes.

40738. (Mr. Nunn.) Has the board kept any record of the number of applicants who were affected by that Act from time to time ?

40739. (Chairman.) Do you know if any considerable proportion of those receiving out-relief now belong to friendly societies ?—An infinitesimal number. I do not think we have kept any records, but I have often had conversations with these friendly society guardians. The result is not worth the fight, because it is an infinitesimal number of friendly society people who come up for relief.

Number of friendly society members who become paupers.

40740. You state here that they give preference, or rather show partiality for members of friendly societies ? friendly —Yes, they see that the interests of any members that happen to come up are well looked after.

40741. Notwithstanding that the result is that very few have come ?—That is so, up to the present.

40742. Would it be difficult to get a return ?—I do not think so. I have no doubt the relieving officers would do their best.

40743. Would the friendly societies ?—Yes, they would help me. (See Appendix No. IX. (B))

40744. What you really say is, it was rather pique at the treatment they received from the guardians that initiated this movement ?—Yes, they were kept waiting at the door while the guardians discussed whether they would receive them or not. By one vote they concluded that they should not be heard. That was in 1899. A bye-election arose through the death of a guardian, I think in July, 1899 ; they made this a hot question, and elected a lady who supported their views. Another election followed at the end of the same month, and Mr. North, from whom you have had a statement, was returned at the end of the same month, and made a great outcry about this question.

40745. You have attached to your evidence a chart from which it is clear that the out-door relief on the whole went down from the year 1881 to 1899 very considerably ? —That is so.

40746. It has risen in the last seven years from £7,600 to £12,500. Has the number of people in receipt of out-relief risen ?—Yes.

40747. I understand the number has risen from 1,441 to 1,983 ?—Yes.

40748. To take the first point, the adequacy of the relief given, I understand there was complaint of that. Do you think the old scale, or the old practice did result in adequate relief being given ?—I do not. I was never satisfied that 2s. 6d. a week was adequate for a case that was really in need. I had always the feeling that 2s. 6d. was absurd.

40749. What was the idea of giving that 2s. 6d., was it that the person had other resources ?—Partly, no doubt.

40750. So that there has been some justification with regard to the adequacy of the relief ?—That is my private opinion, that there was some ground for Mr. Chaplin's circular in our union. The issue of that circular, as was to be expected, had a great effect in making the allowance of relief rise ?

40751. In that period, that is from 1901 till now, I suppose trade on the whole has been on the upward prosperity at move in Huddersfield ?—Yes, we have really never had any bad trade through the South African War, and the Japanese War. We have never really had any bad trade, properly so called. During the Japanese War we got some very good orders from Japan that practically kept the textile part of the town going.

40752. Am I right in assuming that the increasing numbers are due to two causes, the increased number of applicants who come in consequence of the amount given being raised and secondly, the less careful supervision of the cases of the applicants ?—Yes, I think you may certainly take those two, and you might possibly add a third, that the guardians themselves have rather inclined to seek out cases for relief. The gentleman you had giving evidence this morning has made himself very intimate with his constituents, and the consequence is he gets to know the persons who are poor and sends them to the relieving officer ; he often encourages them to come, and other guardians likewise.

40753. A certain proportion of these guardians who have been returned are socially very close to the class of those who want relief ?—A number of them are.

40754. And they encourage them in that way ?—Yes, I was going to add that in the Slaithwaite District, that is a district where the mills are working night and day now, they are working double shifts, and yet that district has shown a considerable rise in relief. They have a sort of Committee, or have relations with people who get to know the condition of the poor, and they encourage poor people to come and apply for relief. The old theory was that the relieving officers were not to go out seeking

Movements in outdoor pauperism at Huddersfield.

Inadequate out-relief at Huddersfield.

Causes of increased pauperism at Huddersfield.

cases for relief, they were to discourage it, but now the guardians as a matter of fact do, to a considerable extent, go out seeking persons who are in need of relief. I think that accounts for a good deal of the increase in numbers.

40755. Is there much difference of opinion on these various committees with regard to the cases?—Nos. 1 and 2 sections, which are wholly comprised in the Huddersfield County Borough, are very much more advanced than the others, then the Slaithwaite section would come next, the section of which Miss Siddon is chairman, Holmfirth, would come next, and the Kirkburton section would come last.

40756. That is agricultural?—We really have no agricultural districts; it is semi-agricultural.

40757. (*Mrs. Bosanquet.*) May we ask what you mean by "advanced"?

40758. (*Chairman.*) You mean relief is more freely given?—Yes.

40759. The test is not severe?—The test is not so rigidly adhered to. The old lines are more adhered to in the country sections than they are in the two town sections.

40760. (*Mrs. Bosanquet.*) Are you using that in any special sense, or do you regard it as an advance?—I do not regard it as an advance.

40761. (*Chairman.*) You meant merely a rise?—Quite so.

40762. Are the committees appointed on account of their local connection with the districts they represent?—Yes, that is the principle we follow. The guardians for a certain township constitute the relief committee for that township.

40763. Therefore these two relief committees which, to use your own words, are in advance are to a certain extent dominated by the representatives of the friendly societies?—Yes. I got out the exact proportion of these gentlemen. I make out there are twenty-three or twenty-four members actually on the board who are out-and-out friendly society people; there are a number of others who are in sympathy with them, but they are not avowed friendly society members. In the No. 1 section there is a Committee of seventeen, and there are ten avowed friendly society members on it, that gives them a clear majority in the working of that committee; in the No. 2 section there are six on a committee of eighteen, that is the section we have the most trouble with, it shows the greatest increase in the out-relief and in my opinion it is the section where the regulations are worst administered.

40764. The six must get support, or the twelve do not attend?—That is so. If I were to describe the twelve, I should say they are many of them very passive, quiescent sort of guardians; and Mr. Wheatley, whom you heard this morning, is one of the members on that section, and he counts for a good many by himself. Then, on the Kirkburton section there are two friendly society members, on the Holmfirth section two friendly society members, and on the Slaithwaite section there are three. Of course those latter are smaller committees, but still they are in the minority.

40765. Do these cases, after they have passed the committee, come up for revision?—No, only by the same committee itself; there is no other revision.

40766. They come back to the committee after a time?—Yes.

40767. When a decision is arrived at on a particular day that decision is final so far as a certain period of time is concerned?—That is so. They give the relief for fourteen weeks, that is our rule, then it comes up again at the end of fourteen weeks. There are many that are really permanent cases, and I am afraid the revision in those cases is very formal. The name is called over, the question is asked: are the circumstances the same, and, if the answer is yes, then the relief is the same, but there is no other revision. Some of those sections will have what they call a call-over, a roll-call, perhaps once in twelve months, but it is the same committee. There is no revision by other committees.

40768. The practice varies very much in these districts, as I understand?—Yes, as between the two town committees and the three country committees.

40769. I am not putting it too strongly, am I, when I say that the principle which regulates out-door relief in the Huddersfield Union is not one of general principle, but the political composition of the committee who administers it?—You are using "political" in quite a special sense, are you not?

40770. The personal composition?—Yes, I should think that is a fair description.

40771. You have these discrepancies actually in the union itself?—Yes.

40772. Have you had any complaints on that ground?—From other members of the board?

40773. No, the people in one district saying they do not get the relief that is given in another district?—It is a constant source of chaff as between No. 1 section and No. 2 section, which are both in Huddersfield, that a person can get relief in No. 2 who cannot get it in No. 1; the guardians themselves, the members of the committee, will say to the others: There was such and such a case in our section which could not possibly get relief; she comes over into your section and you give her 5s. or 6s., or whatever the case may be, and we have cases on the books where that is illustrated.

40774. Will you be so kind as to send us those cases where relief has been refused by one committee and given by another?—I will try. (*See Appendix No. IX. (C).*) There is another item to take into consideration: I think the relieving officers themselves have something to do with the increased out-relief. At the end of my statement I make a suggestion, in the last paragraph of all, that I think the Local Government Board should insist upon competent officers being appointed. We have now five relieving officers.

40775. Would you just expand that paragraph a little, how are the relieving officers now appointed?—They are elected by the board.

40776. The whole board?—Yes.

40777. Of recent years have men been appointed without the necessary qualifications?—Without any experience. In our No. 1 section, which has hitherto been the best administered, we had a relieving officer who had had twenty-seven years' experience and has just resigned. He has been a most diligent and industrious officer, he has not left his work when he has left the office, but on Saturday nights and at other times he has gone round and got information with reference to his people, and in my opinion he has been a very excellent relieving officer and worked up to the ideals which we have had put before us by the Local Government Board. In No. 2 section we have a relieving officer of about five or six years' standing. He is a very good-natured man. I think he is thoroughly upright and all that sort of thing, but I do not think he is very good in working up information. I do not think he is very strong or firm, and his own committee have often disregarded his advice. He has worked up cases, he has got up information, and then the committee of the section has disregarded the reports which he has made.

40778. How many relieving officers have you altogether?—Five.

40779. Only one for each district?—One for each district.

40780. Is one sufficient for two such large districts as No. 1 and No. 2?—That is a matter we have had up for the last twelve months. We have had a correspondence about it, I have quite a bushel of correspondence with the Local Government Board. Just twelve months ago the question arose on the resignation of the relieving officer for the Kirkburton district, and the Local Government Board suggested before proceeding to the appointment of a successor the guardians should consider the desirability of re-arranging the districts. The guardians did not see how it was possible to do without a relieving officer for the Kirkburton section, which has a very large acreage and a very small population, so they went to work and appointed a man for that district, a man without any experience of the Poor Law whatever. He is a kindly-natured man, upright and all that, but has absolutely no experience of the Poor Law. The guardians themselves held a committee on the subject and made certain recommendations that the two Huddersfield districts should be divided into three and a third man appointed. It was the chairman's committee that made that recommendation

Mr. E. A. Rigby.
12 Feb. 1907.

Want of uniformity in administration of relief at Huddersfield.

Need for appointment of competent relieving officers.

Want of uniformity in administration of relief at Huddersfield.

Guardians administering relief to their own constituents.

Proportion of friendly society members on Huddersfield Board of Guardians.

System of revising cases at Huddersfield.

Want of uniformity in administration of relief at Huddersfield.

Mr. E. A. Rigby.
12 Feb. 1907. to the board, but the board refused to ratify the recommendation of the chairman's committee, and the Local Government Board have repeatedly asked the guardians to appoint a third man for Huddersfield, but hitherto the guardians have refused to do so.

40781. The policy of the newer members of the board, I understand, is to reduce salaries and to increase out-relief?—That is one leading plank in their platform; less money for the officials, less officialism, and more money for the poor.

Insufficient investigation of out-relief cases at Huddersfield. 40782. Are these out-relief cases, in your judgment, thoroughly investigated?—No, I do not think they are. I am speaking now particularly of the No 2 district. I think that is the worst case.

40783. Do you know whether the number of members of friendly societies in Huddersfield during the last three or four years has increased?—I do not know, I am not a friendly society member, and not in touch with their inner workings. I should not think they have increased, I should think they are about stationary.

40784. Now, to take your recommendations, you are under the Regulation Order?—Yes.

40785. You would like to have something clearer if possible?—Yes, I think so.

40786. You want the question of the relief of deserted wives to be explicitly dealt with?—Yes, I should like to have an express Article which forbade the giving of relief to deserted wives, except with the special sanction of the Local Government Board.

40787. You think there is so much collusion?—There is a danger of it; you never know, you are never sure that the man is not somewhere about, and if a man knows his wife will get relief from the guardians and the children will be taken to the children's home it is almost a temptation to a man in a certain class of society to run away and leave his wife.

40788. You think if the relief were contracted or made subject to the approval of the Local Government Board there would be fewer deserted wives?—Yes, that would be the ultimate effect. Of course, I take it that educated Poor Law opinion believes that relief to deserted wives is contrary to the well-being of society. We have tried to urge that on the guardians, but we cannot persuade them of it. We cannot make them believe it, and this new class persists in giving it. I think I have stated somewhere that we have twenty-nine deserted wives on our books now.

40789. (*Mr. Patten-MacDougall.*) Getting outdoor relief?—Yes. We had on our last list thirty-four deserted wives receiving outdoor relief scattered over the whole of the union.

40790. (*Chairman.*) Have they been long in receipt of outdoor relief?—Some of them have, they are almost treated like widows.

40791. You would like the question taken up as to the total income received?—Yes, that is another point. Of course many of us have argued that that ought to be taken into account; for a long time it has been recognised that you cannot properly deal with the amount of relief unless you know all that is coming into the family, whether they are legally obliged to maintain or not. It is only quite recently that I saw a letter that had been sent by the clerk to the Dudley Union to the Local Government Board on the subject, and we have had a letter from Mr. Davy practically confirming the view that the guardians ought to take into consideration all the income that comes into the house, whether the people are legally liable or not.

40792. You next would like to know what constitutes destitution; by that you mean a definition of the condition which justifies relief being given?—Yes, I think so.

40793. You go on to say, "and in what cases, if any guardians may depart from insisting upon it as a condition precedent to granting relief." By that I assume you mean that your guardians might in certain cases have power to assist people who are approaching destitution but who have not arrived at it?—Yes.

40794. That is to say to try and help them, to give them something to prevent them becoming paupers. Is that the idea?—Yes, I am extremely humanitarian myself. I have intense sympathy with poor people. I should like to go a little bit beyond the old lines, but we want to feel that we have safe ground under our feet.

40795. I want to clear this point up. Do you want to have a power to interfere before the persons become

destitute with a view to preventing them coming under the Poor Law, or is it merely that you want to have easier conditions under which relief can be given under the Poor Law?—I think the latter is more my view.

40796. You want rules to be laid down so clearly that an auditor should be able, without much difficulty, to surcharge any relief which was contrary to those orders?—Yes. Of course, I do not want them laid down so clearly as though the guardians were children; I want it to be recognised they are men and women with discretion, but still much more clearly than they are now. This particular point about destitution, I think, might be defined much better than it is.

40797. Taking your Board, do you say amongst the Guardians' majority of them there is not a grasp or any full idea of the principles of the Poor Law which they have to administer?—I am afraid that is so. We have done our best to educate them. My predecessor got out a handbook for guardians, and I myself wrote a paper some years ago on the powers and duties of guardians, and I gave them all a copy of it. At all times I have advised and helped them, but I am afraid a great many of them do not realise their position.

40798. (*Mr. Booth.*) The interference of the friendly societies in the matter was based in the first instance on the treatment of their own people under the Poor Law, was it not. That was the question that was referred to at first?—I am not so sure about that, I have stated my view of what was the cause of the original interference of the friendly societies, Attitude of Huddersfield friendly society members towards the Poor Law.

40799. I am taking it from that. I understood you to say they had asked to be heard on behalf of their own people and they were turned off without being heard?—Yes.

40800. And that they then took up a hostile position and said, We will have members of our own on your board?—I think that is correct.

40801. Have they since then greatly widened the issue, because it means that in action they support an extension of out-relief in the form of greater adequacy all round?—Yes, they are humanitarians; they are advocates of more out-relief and this old-age pension is given through the Poor Law.

40802. So that part of the action has not very much to do with the special advantages they in the first instance claimed for their own people?—I dare say that is so.

40803. Would they still claim those advantages in addition? I mean, supposing the whole scale of out-relief was increased to the extent that they wish, would they still claim that in addition to that any friendly society people who come to the guardians should still have beyond that no account taken of the moneys that they might be receiving from their friendly society?—Up to 5s. yes.

40804. So that they do not base that upon adequacy, but upon privilege?—Yes, the latter part of it.

40805. (*Mr. Bentham.*) In paragraph 22 you refer to the case of an organ grinder and his wife and four children in receipt of relief; was he pursuing his occupation at the time?—Partially. May I just give you a short account of the case supplied to me by the relieving officer? Case of organ grinder and family receiving relief at Huddersfield.

40806. I just wanted to know whether the man was disabled through sickness in the first instance?—Yes, he has a good deal of sickness, a sort of paralysis of one arm, I think. There is a man thirty-eight years of age, and his wife twenty-eight, they have now four children ranging from twelve years old; they are twelve years, nine years, six years and the youngest is one year old. He has had relief up to the present amounting to £45 3s. 10d. The man came from Sheffield prior to 1901. His wife, an English girl, ran away from home at Sheffield to marry him; they had subsisted by begging and going about with the organ until 1904, when he began working test, and he has continued ever since. The wife is a puny weak woman and they have had a lot of sickness. The guardians have considered the case many times and have been advised to send them into the workhouse, but have declined to do so. I am told that it was occasional relief at first, and it came under the medical officer; it was casual relief, but now it has practically settled down to a regular case.

40807. At least this last child has been born since he became chargeable?—That is so.

40808. Now the hawker of images mentioned in the same paragraph?—That case has gone off, it is not now Case of hawker receiving relief at Huddersfield.

Need for further restrictions on relief to deserted wives.

Number of deserted wives receiving out-relief at Huddersfield.

The total family income to be considered in fixing out-relief allowances.

Need for definition of "destitution" as the condition of relief.

receiving relief, but during the half year ended March last that man and his wife had £11 in the half year.

40809. Was he hawking at the time the relief was given him, or did you insist on a labour test?—I think he would have test labour, but that would not necessarily prevent him hawking as well.

test labour
system at
Hudders-
field.

40810. Could you tell us with regard to test labour whether it is the fact that some of the men are not allowed to work the whole week when it is granted?—My impression is they have all to work the whole week. The guardians determine the amount of relief that the case requires, then they have to go up every day so many hours. The matter arose a few years ago, the idea arose that it was so much a day, it was called so much a day. I said, "It is nothing of the kind, we give relief according to the needs of the case, and you must go and work test labour six days a week so many hours, whatever the relief is."

40811. You heard the evidence that was given this morning?—Yes, I think they were under a misapprehension.

40812. The entry in the book was 6s. 3d. in money and 6s. 3d. in kind; that would mean per week?—Yes.

40813. That would mean the whole week, or they were getting 6s. 3d. in money and 6s. 3d. in kind if they did not work the whole week because it was entered in the book?—They would get 12s. 6d. a week; that was the amount of relief given to that family that week.

40814. Provided he turned up and did the work?—Yes.

40815. (*Sir Samuel Provis.*) They never actually pay it each day?—You mean six times a week?

40816. Yes?—No, I do not think so. When they are sent up they will get the food ticket, that is the kind, and about the Friday or Saturday they come and are paid the money. I think that is the arrangement.

40817. (*Mr. Bentham.*) It is the usual practice to pay daily in some districts?—I think it depends on the acuteness of the case.

40818. When the applicant seeks relief the case is supposed to be destitute and must be relieved that day?—The food ticket would get over the immediate necessities. The food would cover two or three days anyhow.

40819. With regard to the question of relief for the children, it was said this morning that 2s. 6d. might be given for children. Your average out-relief for all classes, that is for all persons, is 2s. 7d. per head per week according to your statement. Could it be possible that 2s. 6d. is allowed for children?—I hardly think so.

40820. Except in rare instances I think 2s. 6d. for children is rather an exceptional amount?—That is my view.

40821. It may be given in some cases?—It may be given in some cases, but it would be a very special case.

Hudders-
field
pauperism
statistics.

40822. In your Paragraph 42 you give the number of persons in receipt of relief from January 1st, 1901, to January 1st, 1906. I would like to ask you if that figure for 1906 is correct, because it does not agree with the figures we have had given in evidence previously. The figure for 1901 was 1,441 and for 1906, 2,312, which showed an increase of 60 per cent. during those years?—I think there must be an omission there, because the January Return for 1906 was 2,844.

40823. In that table what is the first year, 1901?—I cannot tell you because this is the mean, 2,172 was the mean of January 1st and July 1st.

40824. At any rate there was an enormous increase between 1901 and 1906?—Undoubtedly.

40825. You do not attribute that to the state of trade, but to the administration?—Yes.

40826. (*Dr. Downes.*) The increase in out-relief has not been uniform in all the districts I think you told us. On page 11 of your report for the year ended Lady Day, 1906, you give it according to the different districts. It has more than doubled I see in the No. 2 District of Huddersfield. The amount paid in out-relief in 1899 was £2,151, and it has risen to £4,761 in 1906. In Huddersfield No. 1 District it has risen from £1,651 to £3,031, and in Slaithwaite it has risen from £1,270 to £2,403. Then there are two other districts, Kirkburton and Holmfirth in which there does not appear to have been much rise. What is the reason of that as compared with the others?—I think what I stated at the beginning to some extent

will explain that: they adhere more closely to the old lines of relief, and then the population is much more stationary. Miss Siddon is the Chairman of the Holmfirth Section. That is one, and she has been extremely punctilious in adhering to the regulations and carrying out so far as we know it, the regulation of the Board, and what is recognised as good administration amongst Poor Law authorities. In the Kirkburton Section there is not that change in the population of the district; it is very stationary: they are largely old people.

40827. Do the guardians adjudicate on the relief to be given to their constituents?—Yes, in every case.

40828. You have no regulation on your own board against that?—I think in the country sections the guardians for a parish often give very useful information to the section with reference to a case. In country districts everybody knows everybody else, and the guardian for the district can get to know any relief that is required in his district, he knows the people thoroughly, but they certainly do adjudicate upon the cases.

40829. There was some question as to cost per head of the children's homes. You have a table on page 10 of the same report. Perhaps you could tell us what the figures are from that?—The cost for the year ended Lady Day, 1906, for the children's homes was at the rate of 6s. 5d. per head per week. I must say that this does not include anything for the buildings. We bought the buildings out of the current rates, we did not get any loan for them, and consequently there is nothing charged for the buildings in that case.

40830. The workhouse cost in one case is 9s. 5d. and in the other 9s. 1d.?—Yes, that does include something for repayment of loans, and any repairs that are going on; there are always a lot of repairs going on at the workhouses in one way and another.

40831. (*Mr. Chandler.*) I think with regard to the agitation that took place in 1901 that resulted in a change on your Board, your out-relief at that time was going up was it not?—In 1901, the agitation began in 1899.

40832. In 1901 the out-relief, I think you said it was due largely to Mr. Chaplin's Circular, had an upward tendency accordingly to your chart?—Yes, it had begun to go up but as I pointed out, two persons were returned on behalf of the Friendly Societies in 1899. Then the general election came in March 1901, but there was a slight tendency upwards undoubtedly. The Friendly Societies did not come on until 1899 and Mr. Chaplin's Circular was in 1900.

40833. This agitation is not confined now to friendly societies, because they have taken in workmen's clubs in the district and so on, in the agitation?—The friendly societies are the centre of the movement, they are the acting force; but they are using the clubs as a means of propaganda for working their movement.

40834. (*Sir Samuel Provis.*) It has been suggested that the number of guardians at Huddersfield might be very much reduced with advantage. Have you considered any plan by which that might be done?—Huddersfield alone has thirty-seven guardians for the county borough; there are six parishes there is one ward which returns four members. I think no possible harm would accrue if it only returned two.

40835. I suppose it is proportionate, is it not, according to the population and rateable value of the other ones?—No doubt, and the others could be reduced proportionately. If the proportion was kept up I see no harm in two guardians representing that ward equally as well as four; if the same proportion is kept up in the other wards.

40836. And you could do that without combining parishes?—Yes, in Huddersfield certainly we could.

40837. But outside?—I am afraid we could not.

40838. Unless you could combine parishes the Huddersfield people would complain, would they not, because their proportion would be lower than the others?—Yes, and as they contribute more than half of the common fund they would find they had a ground of complaint.

40839. It is not practicable is it, unless you combine parishes?—I am afraid not, but I see no difficulty in combining parishes in some of the country districts.

40840. Except that they do not like it?—There is a local feeling that they do not like to be represented by another parish.

40841. With regard to the question of committees

Mr. E. A.
Rigby.

12 Feb. 1907.

Guardians
administer-
ing relief
to their
own con-
stituents at
Hudders-
field.

Cost of
maintenance
in Hudders-
field
scattered
homes and
workhouse.

Increase of
out-relief at
Hudders-
field and its
causes.

Proposed
reduction in
membership
of Hudders-
field Board
of Guardians.

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Question as to appeal against decisions of relief committees.

giving relief on different principles would that be met supposing that their action had to be confirmed by the whole board?—Nominally there is a power to appeal to the whole board wherever a guardian is dissatisfied, but in my fifteen years' experience I have never known a successful appeal.

40842. Supposing it had to come always to be confirmed?—If a committee could be composed of representatives from each section, it would form a court of appeal, I think, which would be beneficial, I think decidedly that would be a help.

40843. (Chairman.) An appeal to the whole board I assume would result in all those who were on the committee supporting the case, and the majority of the guardians would know nothing about it?—No doubt there would be something of that sort.

40844. Therefore, those who supported the case would probably carry it?—Possibly.

40845. (Sir Samuel Provis.) They might have the relieving officer there and enquire of him?—One complaint that I have against this No. 2 section is that they often ignore their relieving officer. They do not back up their man. If he gets up a case, and gets evidence and proves up to the hilt that a case ought not to have relief, they do not support him. They ignore his view. I think the whole board or a revision committee probably would support the relieving officer. I got out a sort of account of how this relieving officer spent his time last week. It shows that practically in the whole of last week, which was the board week, beginning on Monday, he only visited about seven cases. He only had time to visit seven cases. The rest was taken up with clerical work very largely, paying his relief, and other work in connection with his office.

Relieving officer's advice and information as to cases set aside by relief committee at Huddersfield.

40846. (Chairman.) How many cases has he?—I should say hundreds of cases.

40847. Cases receiving relief?—He relieved last week 704 persons, and paid away £103.

40848. (Mr. Bentham.) How many visits would he make in the week; does he keep a diary?—That he does not do, although we provide him with a diary; I asked him to write this up and he gave me his recollection yesterday morning of how he had spent his time last week.

40849. At each meeting of the relief committee, is not the relieving officer's diary before them?—We have a regulation hanging up in their room, that it is part of their business to do so, but it is not done.

40850. When you said the guardians did not back up the relieving officer, did you mean they did not act on the information the relieving officer gave?

40851. (Chairman.) Or his opinion?—It is not so much the opinion he has formed, but they ignore the information on which he has formed it.

40852. (Mr. Bentham.) The material point is whether the guardians act upon the information the relieving officer places before the committee?—Mr. Bentham was in this section last Monday, and there was one case where information was placed before the committee with reference to a certain woman who had been getting 2s. 6d. a week relief; there were two persons living together, a woman and her daughter, the daughter's average earnings were 11s. a week and they paid 2s. 8d. a week rent. Application was made for relief, one of the guardians had encouraged this woman to come and apply for more relief. She came, and on those facts the guardians gave her another 1s. a week relief. I take it that is a case where they did not act upon the information supplied by the relieving officer.

Relieving officer's advice and information as to cases set aside by relief committee at Huddersfield.

EIGHTIETH DAY.

Monday, 18th February, 1907.

AT THE FOREIGN OFFICE, DOWNING STREET, S.W.

PRESENT.

The Right Hon. Lord GEORGE HAMILTON, G.C.S.I., etc., etc., etc. (Chairman).

The Right Hon. Sir HENRY A. ROBINSON, K.C.B.

The Right Hon. CHARLES BOOTH, F.R.S.

Sir SAMUEL B. PROVIS, K.C.B.

Mr. F. H. BENTHAM.

Dr. A. H. DOWNES.

The Rev. T. GAGE GARDINER.

Mr. GEORGE LANSBURY.

Mr. T. HANCOCK NUNN.

The Rev. L. R. PHELPS.

The Rev. H. RUSSELL WAKEFIELD.

Mrs. SIDNEY WEBB.

Miss OCTAVIA HILL.

Mr. R. H. A. G. DUFF (Secretary).

Mr. J. JEFFREY (Assistant Secretary).

Mr. ALBERT E. BOOKER, called; and Examined.

Mr. Albert E. Booker. 40853. (Chairman.) You are clerk to the Guardians of the Sheffield Union?—I am.

18 Feb. 1907. 40854. You have prepared a statement, which we will take as your evidence in chief, and supplement it by some questions on points of special importance, if you will kindly hand it in?—Certainly.

(The Witness handed in the following statement.)

The Social and Industrial Conditions of the Union.

1. The staple industries of Sheffield are connected with the manufacture of iron and steel goods and silver plate. The east end of the city comprises a number of very large firms engaged in the heavy trades. A number of these firms undertake government contracts for the building of battleships and the production of the necessary armour-plates, propellers, etc.; other firms are also contractors for the production of guns, shot and shell, and other munitions of war. These firms employ, in busy times, large numbers of unskilled labourers, and at such times no doubt attract men from country districts by the larger wages that it is possible for unskilled persons to earn, together with the other attractions of town life. These men are taken on in large numbers in times of good trade, and their services are dispensed with at short notice when trade falls off. The unskilled labourer of this class earns probably about 20s. per week, with overtime when he is required, and in a city like Sheffield it is not possible for men of this class, however thrifty

they may be in disposition, to provide for slack times to any appreciable extent especially if they are married men with families. The consequence is that numbers of these people are compelled to apply for Poor Law relief as soon as they are turned out of employment. The men who are employed in the cutlery and kindred trades, which form another important branch of the staple industries, are, as a rule, only small wage earners.

2. There are no special facilities in Sheffield for the employment of female labour, the largest opening for this class of labour being in the silver and electro-plate trades. Although the manufacturers of these goods employ a considerable number of women as burnishers, buffers, and warehousewomen, there are not the same opportunities which exist in towns connected with the textile industries for a large employment of female labour.

Particulars of Peculiarities or experiments in Poor Law Administration.

3. During the last twenty years the following reforms been made by the Sheffield board of guardians.

4. In 1887 the guardians appointed a committee to inquire into the large amount of money distributed in out-relief, and to present a report thereon. The findings of this committee resulted in the appointment of a superintendent of out-relief, to supervise the general work of the relieving officers, and also the appointment of a cross visitor, a pay clerk, and a collector. This revision of the system removed from the relieving officers any con-

Women's work in Sheffield.

Appointment of superintendent relieving officer, etc. and its effect on out-relief.

Social and industrial conditions of Sheffield Union: unskilled labourers' low wages render provision against unemployment impossible, etc.

nection with the actual payment of cash or kind to the poor or the receipt of monies, and placed those duties upon separate officers. The appointment of a cross visitor to pay independent visits to the homes of the poor in receipt of out-relief and to check the inquiries of the relieving officers was a development which had most important results. The revision of the system, reference to which will be made in detail by the superintendent of out-relief in his statement, brought about a considerable reduction in the amount of out-relief, the closer inquiry leading to the detection of many cases of imposition and to the discovery of considerable numbers of relatives of persons in receipt of out-relief, who were in a position either to take such persons off the relief list altogether, or to contribute considerable amounts towards their maintenance.

5. The second reform, which was at first in the nature of an experiment, was that of the establishment in 1893 of what is now known as the scattered homes system for dealing with Poor Law children. I make no reference to this matter in detail, as the chairman of the board, Mr. J. Wycliffe Wilson, who was the inventor of the system, will no doubt give considerable information to the commission respecting this matter, but having been associated with the system from the time of its inception, through its period of trial, to the present time, when it is recognised as one of the most successful systems of dealing with Poor Law children, I should like to say that I am satisfied that under careful administration, in which the generous sentiments of the heart are tempered by the judgment of the head, there has been no better system evolved dealing with these children in the course of experiments during the past twenty years.

6. In 1892 the guardians passed a resolution expressing the desirability of a classification of the recipients of relief, with a view to the better treatment of those of good character, and this was the commencement of the system which has since been in operation, of classifying both the indoor and the outdoor poor according to their character and not according to their physical condition. This will be referred to in detail by certain members of the board.

7. The system has been a success in Sheffield. Many difficulties have arisen, particularly in connection with the dietary of the indoor poor, but these have been overcome by endeavouring as far as possible to square the guardians' classification according to character, with the classification of the Local Government Board orders according to age and physical condition.

8. The principal matter in connection with the classification scheme which would be likely to interest the members of the Royal Commission will probably be the cottages which have been erected for the housing of the indoor poor of the "A" class. This class consists of persons of sixty years of age and over who have resided in the Sheffield Union for a period of not less than twenty years prior to their applying for relief, who have never had relief during that time, who have been thrifty and provident as far as their circumstances would permit, and who have been obliged eventually to apply for Poor Law relief owing to circumstances of misfortune over which they have had no power of control. Each of the cottages referred to is occupied by two persons of this class, either a married couple, or two old men, or two old women, as circumstances permit. A good deal of freedom is given these old people, and they are allowed to go in and out practically at their will. They have of course a non-distinctive dress, and their diet is as generous as the Dietary Order will permit.

9. This part of their classification scheme is one which gives the greatest possible satisfaction to the guardians—gratifying to them not only because they feel that the deserving are receiving treatment such as their character merits, but also for the gratitude which is exhibited by these old people, and their appreciation of the privileges they enjoy.

10. For the past fifteen years the guardians, in the enlargement and development of their hospital, have had in view the separation of that part of the workhouse from the other part of the institution, and after the erection of some costly administrative buildings this separation was finally brought about in April of last year, the principal reason for the separation being that, in the opinion of the guardians, an institution for the treatment of the sick should be under separate management from an in-

stitution dealing with the able-bodied poor, and that a separate institution under suitable administration by persons trained for dealing with the sick should produce more efficient results.

The respective Merits of Indoor and Outdoor Relief.

12. During the past few years in my opinion the guardians of the Sheffield Union have inclined towards a more liberal policy in the matter of the granting of out-relief, although for many years past it has been recognised by the guardians that this form of relief was proper to be given in suitable cases. The union expenditure on out-relief has, during the past few years, had a distinctly upward inclination, partially due no doubt to the scale of relief adopted under the classification scheme, but also due in my opinion to a determination, on the part of newly elected guardians particularly, to be generous in this direction.

13. My own personal view is that the influence of out-relief on the poorer classes of the community is a bad one, and that it should only be granted with the greatest possible care after the most careful and searching enquiry, and on the guardians being satisfied (and this is a point on which there is considerable laxity) that the moral conditions of the home are satisfactory. There is no doubt difficulty in many cases, owing to the refusal of, say, a widow with children who has a small home, to take her family into the workhouse, and of course in such cases, neither the relieving officer nor the guardians will take the responsibility of allowing the case to escape observation, and in quite a number of cases the relieving officer is called upon to grant relief in kind at his discretion in order to save the children from starvation.

14. A case came under my own observation at the meeting of one of our relief committees during the past week, when a woman with a grown-up daughter, a boy about fourteen, and some younger children, took in a male lodger, and the sleeping arrangements of the family were in every way undesirable. The possibilities of immorality between the woman, the grown-up daughter, and the lodger, and the evil influence on young children living in a house under such conditions were as bad as could be conceived. The Committee were advised to give a workhouse order (the case having previously received out-relief), which order was promptly refused.

The Classes of Persons seeking Election as Guardians.

15. I do not think the social and business standing of the class of person seeking election as members of the boards of guardians improves. The classes may roughly be divided as follows, viz.:—

(a) Guardians who have had considerable experience, and who seek re-election from time to time owing to their interest in, and capacity for the work.

(b) Small tradesmen and shopkeepers whose candidature is usually promoted by one of the political parties, and

(c) Men of a similar social class who have made a sufficient competency to enable them to retire from business, and who seek some occupation in public life, and whose candidature is also similarly promoted.

Reform in the Law or Practice suggested by Experience.

16. The board of guardians, in their representations to the Royal Commission, the original draft of which was prepared by myself, referred to a number of matters which appear to require serious consideration by the Commission. I make the following notes of points which have impressed themselves upon me in my experience as urgently requiring attention, viz.:—

(a) Increased powers to guardians to detain feeble-minded persons who are a moral danger to the community.

(b) Better provision for the classification of, and powers to detain insane epileptics for the same reason.

(c) A greater freedom in the regulations affecting indoor officers, in order to modify the present anti-social conditions which prohibit such officers from marrying.

(d) The establishment of penal colonies for workhouse incorrigibles who spend their time either in workhouses or prison, and upon whom repeated convictions appear to have no reformatory effect; and

(e) Penal colonies for the detention of habitual vagrants.

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Increase of out-relief at Sheffield.

Evil influence of out-relief, but difficulty as to its entire abolition.

Social and business standing of Guardians not improved

Need of increased powers to detain feeble minded.

Regulations for indoor officers restrictive.

Labour colonies.

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Proposed
abolition of
law of settle-
ment and
consequential
reforms.

(f) The simplification or total abolition of the law of settlement and removal.

But in view of the inequalities and burdens which would be imposed on urban unions by the restrictions being removed from persons in rural districts becoming settled in large towns, it seems to me that if it were thought desirable to abolish the law of settlement, it would be necessary, if practicable, to standardise the treatment of persons received into workhouses, in order to protect the union against a large influx of persons having no settlement, as now recognised, to the workhouse where the comforts and attractions were higher than in neighbouring unions. It is well recognised that there is a great tendency at the present time for persons living in the country to be attracted to large towns under the conditions similar to those referred to in the remarks on unskilled labour in paragraph (1).

Medical Relief as the Introduction to Pauperism.

Medical
relief the
first step to
pauperism.

17. At my suggestion, the superintendent of out-relief has expressed very fully in his observations my own views, which are in accord with his on this matter.

Guild of Help.

Sheffield
Guild of Help
and its
operations.

18. There has been no charitable organisation society or other similar organisation co-operating with the guardians in Sheffield up to the present time, but there is just being established what is to be known as the "Guild of Help," with the provisional committee of which I have been associated in preparing a scheme during the past twelve months. The object of the Guild is to co-ordinate as far as practicable the private charity of the city, to make searching enquiry into the cases of all poor persons coming to the notice of the officers of the Guild, and to bring the deserving poor into touch with benevolent persons; to discountenance the indiscriminate distribution of private charity, to repress mendicancy, and, as far as practicable, to help the poor to help themselves.

19. I am not in a position to say how far the objects of the Guild will be successfully carried out, but I have urged, as opportunity has offered, that the Guild should work hand in hand with the guardians, and I am hopeful that cases applying to the guardians for Poor Law Relief in times of temporary difficulty may be referred to the Guild of Help, and possibly in some cases be prevented from becoming paupers. It is not intended that the Guild of Help should be a relief distribution society, and there will be no central fund from which untrained persons will have the opportunity of giving relief.

Female
labour and
wages in
Sheffield.

40855. (*Chairman.*) In Sheffield the peculiarity of the industrial situation seems to be that there are, unlike many other manufacturing towns in the North, few special facilities for the employment of female labour?—That is so.

40856. I suppose, therefore, the majority of married women are not engaged in any organised industry?—There are some opportunities for female labour. I think I refer to that in my statement, and I have obtained some information with reference to the wages earned by those people, if it would be of any interest to you.

40857. Perhaps you will put that in?—I have ascertained that the larger proportion of the opportunities for female labour are, as I say, in connection with the silver and silver-plate industries in Sheffield. Connected with those industries the women are employed in the following occupations; spoon and fork buffers, who are mostly married women, and whose average weekly earnings are 12s.; silver burnishers, 40 per cent. of whom, I am informed, are married women, and whose average weekly earnings are 14s.; spoon and fork filers, 50 per cent. of whom are married women, and their average weekly earnings are from 12s to 13s. In addition to those, in connection with other Sheffield trades, not only the silver trade, but the cutlery trade and file trade, there are a number of women employed as warehouse hands, that is to wrap up and so on, and according to their age and length of service, they earn from 3s. 6d. to 14s. a week, that is to say, girls go into the warehouses soon after leaving school and commence at the lower amount, and as they gain experience their wages are increased until they obtain, I suppose, not more than 14s. a week. In addition to these occupations there are others in which women are engaged. Some women are employed as file cutters, cutting light files, and they earn from 7s. to 10s. a week.

These hand file cutters work in their own homes principally; of course there are a few employed in connection with machine file cutting who work in the works, and earn about the same amount of money. Then the lowest class of female labour in Sheffield may possibly be classified as follows:—there are a certain number of women who work in nut and bolt factories who earn from 7s. to 10s. a week; some women, who work in the small malleable iron foundries where they make small castings and earn from 7s. to 10s. a week, and there are a number of women employed also in connection with bottling warehouses and similar places; these bottle washers earn from 8s. to 10s. a week; the last three classes of female labour are, I suppose, amongst the lowest we have in Sheffield, and the women who are employed are also, I am afraid, of rather a low class.

40858. I assume that the lower class of employment is casual?—The lower class of employment will be casual labour.

40859. The burnishers and the others, as a rule get continuous employment?—Yes.

40860. In fact, judging from the wage, it is insufficient to keep a woman, so it is really an addition to the family purse?—That is so.

40861. Consequently most of the women are married women?—Yes. A number of these women are engaged in these occupations before marriage, and they continue, as far as their domestic circumstances will permit, after marriage.

40862. Coming to the peculiarities of Poor Law administration in Sheffield, I understand that about twenty years ago the guardians revised their system of out-relief?—That is so.

40863. They appointed a superintendent of out-relief, Statistics and the revision of the system resulted in a considerable out-relief contraction in the number of cases?—That is so. I have in Sheffield a statement here I shall be glad to hand in, if it is of sufficient interest, showing the numbers of persons in receipt of relief and the amount which that relief cost in 1887 and showing the decrease in the number of paupers both indoor and outdoor, and also the decrease in the cost of relief for a number of years and bringing the statement down to March, 1906. (*See Appendix No. X. (A.)*)

40864. A few years later you passed a scheme of classification?—Yes.

40865. And you applied this classification to the outdoor as to the indoor?—That is so.

40866. The result is that those in Class A., as regards out-door relief, get a higher grant than those in Class C.?—The guardians adopted what is called a maximum scale of relief to harmonise with their classification according to character, and they adopted the following scale: For Class A., 5s.; for Class B., 4s.; for Class C., 3s.; and for Class D., 2s. 6d. I think it has to be recognised that out-relief, when given, should be in accordance with the necessities of the case; and although the guardians adopted this scale of relief as a so-called maximum in practice the relief committees do not adhere to this maximum sum if any peculiarity in the circumstances justifies an increase of that amount.

40867. I understand the theory of classification as regards the indoor paupers, but I am not sure that I have quite mastered it as regards outdoor paupers. Is it assumed now that the Class A., as a rule, tell the whole truth, and consequently have no resources other than those which they bring before the out-relief committee, is that the idea?—I think there is no assumption, if I may say so; the strictest enquiries are made into the facts, and every possible means made use of to obtain reliable information. We not only take the applicants own statement, but get information from whatever other source is available.

40868. Assuming you give out-relief on the ground that you must relieve pressing necessities in order to provide the recipient with the necessities of life, what is the assumption? That the person of better character will require more than a person of less good character?—I do not think we are entitled to assume that. I said just now that primarily I think we must accept the principle that relief should be given according to the necessities of the case, but it is an advantage to us to classify these people according to their character; and while we might, in a particular case in Class B., think it well to give 5s. a week, which is above

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labour and
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Classifica-
tion of indoor
and outdoor
paupers in
Sheffield, on
basis thereof.

the maximum amount included in our scale, at the same time I think there is an advantage to us in knowing that the person does not come up to the highest standard in our classification. The adoption of this maximum scale, I wish it to be understood, is for the guidance of the relief committees, and not to be strictly adhered to, provided the necessities of the case require a larger sum.

40869. Is it of as general application with regard to indoor relief as it is with regard to outdoor?—Yes.

Effect of classification of the workhouse discipline.

40870. As regards indoor relief, I understand, it has contributed very much to the good order and discipline of the workhouse?—There is no doubt about that, besides which I think the guardians have some gratification in feeling that people in the workhouse who have led decent lives are not obliged now to consort with those of a more offensive character, whose habits, language, and so on, are not desirable.

40871. I see that advantage, and I suppose, also, that it is a real punishment degrading a pauper from one class to another?—That is so, and it is so regarded by the inmates of the workhouse.

40872. And by the workhouse little community or world?—That is so. We have frequent applications by inmates of the workhouse in the lower classes to be raised.

40873. The main difference, I suppose, is the greater liberty given them?—Yes; greater liberty, more comfort in their rooms and so on.

40874. Should you say it was an almost unqualified success?—We think so in Sheffield, it is a success from the point of view for which it was established.

Scattered homes preferable to boarding out, and disadvantages of boarding out.

40875. I think we need not trouble you with regard to the scattered homes, because we saw those, and Mr. Wilson gave us full evidence. You have a certain number of children boarded out?—We have.

40876. Are you satisfied with that system as far as you have adopted it?—Our view in Sheffield is rather against than in favour of boarding out. We think that our scattered homes system lends itself to the necessities of the case in a better way than boarding out, except for a few special cases in which it is desirable to remove children from the influence of undesirable parents or relatives, orphan and deserted children of course. In those cases we do board out a few. My guardians do not take very great advantage of the boarding-out system. We have at the present time only four boarded out within the union, and beyond the union, under committees, thirty; thirty-four in all. We had more boarded out within the union, but that has been allowed to go down, and the places are not filled up from time to time as they become vacant, the guardians prefer to keep the children in the homes. I think our view is that the difficulty of supervision is a considerable one, and from time to time we have found that children were not being treated in the homes where they were boarded-out in the way we should have liked. I do not think we have ever had a scandal, but we have in a few cases found that things were not quite satisfactory; those cases have been drawn attention to by Miss Evans.

40877. You make a point of wishing to associate outdoor relief with the condition that the surroundings of the home must be good?—My own opinion is that not quite as much attention is paid to that as there should be. I do not think in all cases the surroundings are desirable. My opinion is that we should pay a little more attention to that, and insist on offering the workhouse test in cases where the home surroundings are all that we could desire.

40878. At present in certain cases (take the case that you allude to in Paragraph 14) the applicant can almost force upon you outdoor relief by declining to go into the workhouse?—That is so to this extent, that, as I say, the relieving officer will not take the responsibility of allowing the children to suffer because the parents will not accept the order for the workhouse, therefore he gives relief at his discretion as the necessities of the case require.

40879. You would like to have some additional power given the guardians?—Certainly, I should. I have here a list of cases that I have obtained from the superintendent of out-relief, and it contains particulars of eight persons who have quite recently refused indoor relief

when offered, in which cases it seems to me that unnecessary suffering may be brought upon young children from the fact that the parent will not take the relief which the guardians consider to be proper and necessary for the case. (See Appendix No. X (B).)

40880. We have had explained to us by experts in the law that the theory of the law is that the poor are entitled to conditional relief?—Yes.

40881. But in this case the relief practically becomes unconditional by the applicant refusing to go into the workhouse?—Yes, except so far as the relieving officer, as I say, will not take the responsibility of allowing the children to suffer; and he gives relief in kind from time to time at his own discretion, subject, or course, to the confirmation of the guardians at the next meeting.

40882. With regard to the suggested reforms, I think your proposal to detain feeble-minded persons only corroborates evidence we have already had?—Quite so.

40883. Your next proposal (b) is much to the same effect. Restrictive regulations for indoor officers. What is the particular grievance of the indoor officials with regard to the rule which prohibits them from marrying?—I think this is a very real grievance; it seems to me it is not a good thing from any point of view, either socially or morally, that these people should be in such a station of life that they are prohibited practically from marrying unless they give up their situations as indoor officers in the service.

40884. What class of officer do you mean?—Chiefly attendants; attendants on the insane, attendants on the infirm, and so on. There are, at the present time, in our workhouse (this is excluding the hospital, which is a separate hospital) forty-four officers. There are twenty-four single male officers and twenty single female officers most of whom are of marriageable age, and it does seem to me that it is a very serious hardship on these people that they have no opportunity of marrying, if they desire to do so; they are indoor resident officers, and there is no opportunity for them to live under ordinary domestic conditions; they must give up their position and leave the service or they must remain single; there is no other alternative. This to my mind, is not a desirable thing from any point of view.

40885. I suppose the ground of the regulation is that they must sleep on the premises?—For the good government of an indoor establishment it is quite impossible that all officers should live outside; there must be officers in the workhouse at night sleeping close to the wards. Where these officers have large numbers of people under their control and supervision they must be there both day and night.

40886. Are you inclined to some sort of arrangement by which the rule should be relaxed with regard to marriage, and that there should be the nightly attendance of so many officers of the institution?—Yes, either that, or in workhouses where conditions of space will admit, I rather incline to the view that a certain number of officers might be allowed to marry and be provided with separate apartments in the institution, the value of which would be taken into account in their emoluments. I think it would not be impossible at Sheffield, for example, for the guardians to provide some small cottages in the grounds in which some of their indoor officers might live, and the rentals of those cottages could be taken into account as part of their remuneration.

40887. From your experience, you do not think there would be much difficulty in framing conditions which would enable officers to marry?—I do not think so.

40888. As regards penal colonies, I think your evidence is endorsed by a great many other witnesses?—I have no doubt that is so.

40889. Then with regard to the simplification or total Arrangement abolition of the Law of Settlement, have you any between Sheffield and Ecclesall arrangement with the neighbouring unions as to cases of settlement?—No. You will understand there are two unions within the city of Sheffield. We have not any arrangement with the Ecclesall Bierlow Union to exchange cases, or anything of that sort, but we have a sort of arrangement of this kind: If a person applying for relief has slept within our union the night before the application and previously resided in Ecclesall, or the other way

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round, as a matter of courtesy between us we allow the pauper to be admitted to our respective institutions; we enquire into all cases reported to us from Ecclesall, and the Ecclesall officers enquire into all cases reported by us to them.

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abolition of
settlement,
etc., and
consequential
reforms;
standardisa-
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40890. You go so far as to think that the total abolition would be an improvement upon the existing practice?—I am urged to that by the fact of the great amount of expense and loss of time and litigation that are caused under the present conditions. I should incline rather to a simplification of the law than to a total abolition of it.

40891. A suggestion has been made that there should be some special tribunal like the Local Government Board to decide such questions?—I think that would be a very good thing.

40892. You make a suggestion about standardising the relief in workhouses. That suggestion is a very important one if it was ever proposed largely to increase the areas. What was the idea about standardising? Taking Sheffield, for instance, the standard is high in Sheffield workhouse?—Yes; I am urged to it by these considerations. To abolish the Law of Settlement and Removal would be a serious matter so far as a large city like Sheffield is concerned, with the attractions we have for what I call in the early part of my statement unskilled labour, which is really not entirely unskilled; but, as I say, we offer considerable attractions, by reason of the large firms in the east end of the city, to people from smaller towns in the district, and even from the country, but perhaps not so considerably from the country as it used to be, to come in on account of the higher wages they may earn in these large firms. If the Law of Settlement and Removal were abolished entirely it would be very hard on us that we should have to accept chargeability, if they became chargeable, without the power of removal, of all these people who come into Sheffield; in addition to which, it does seem to me if the Law of Settlement and Removal were abolished the people would naturally gravitate to those workhouses and institutions where the comforts, and, if one may say so, even the luxuries, are very much more considerable than in other places; the desirable situation of the workhouse in the country, or with grounds round it, and the additional comforts which are offered by our own classification scheme, are all things which might tend to induce a large number of people who, at the present time could not have any settlement, to want to come to Sheffield or to some other place—Bradford, or other places where we know things are well done.

40893. How would you meet that difficulty, because it seems to me it is a substantial difficulty?—This is a thought that occurred to me in considering this matter, if it were practicable to standardise the treatment in workhouses, in the dietary, for one thing, in order to make the conditions of workhouses really much on the same lines as far as local conditions would admit, that in itself would be in the direction of removing the inducement that at present exists for people to take refuge in the place where there are most comforts.

40894. I think we may assume that the standard, as a rule, in the urban workhouses, particularly in large towns, would be above that of the country?—Yes.

40895. If a town once got up to a certain standard, you could not bring it down, to a lower standard?—No; but I do think there might be a modification of the standard in some large workhouses. I do not know whether you have evidence to show that the standard of comfort in the rural workhouses is as good as it is in the urban workhouses?

40896. We have not any evidence to that effect. Classification in some degree would help you?—Yes.

40897. Still, of course, the persons of good character from the country would probably in your workhouse get more comfortable treatment than they would in a country workhouse?—I think so.

40898. You urge this as a question that would have to be considered assuming settlement was abolished?—I do.

40899. You have a very fine workhouse infirmary. Do you know what it cost?—I could not say that. I could give you the information, but, of course, the workhouse infirmary was erected as part of the workhouse, and has only quite recently been separated.

40900. Could you give us an estimate of what it cost per bed in both establishments?—I could not. I have not the information before me. I could give you the first cost of the whole institution, the workhouse and hospital combined. Large sums of money have been spent from time to time in additions and alterations, and so on, but I could give you the first cost, the contract cost, of the institution.

40901. There are large administrative blocks there?—Yes, at the union hospital. They have been quite recently erected. I think I ought to explain with reference to Sheffield that the infirmary, as I have just said, was erected as part of the workhouse. The guardians for some years have had in view the separation of the hospital from the other part of the institution and placing it under separate administration. That was done nearly a year ago. With that in contemplation they have erected several very large and very costly additions in order that the place might be worked as a separate institution, and the administrative block is one of those buildings, the laundry is another. These things were not provided before, because of course the whole institution was originally administered from the workhouse itself, and the laundry work was done in the workhouse. Now the new administrative block receiving wards, laundry, etc. have been erected for the hospital.

40902. Perhaps you would put in a statement which would, in your judgment, give us all the information?—Yes, I think I know what you want. I will do my best. The administrative block with the entrance lodge, and the receiving wards, etc. cost £48,000. That money was spent in contemplation of the separation of the hospital from the workhouse which came about nearly a year ago [Subsequently sent. See Appendix No. X (C).]

40903. The Guild of Help has only recently come into operation?—Quite so. As a matter of fact it is not actively working at the present moment. Sheffield Guild of Help and its operations.

40904. You are hopeful as regards the benefits of its co-operation with the Poor Law?—I am very hopeful indeed.

40905. They will deal with the class of case which you want to prevent coming on the Poor Law?—I hope so.

40906. Will they be in possession of any funds?—It is not intended that they should have a central fund from which the helpers of the guild can distribute anything in the form of relief, but it is contemplated that there should be certain funds at their disposal for use in extremely urgent cases, and one of the primary objects of the guild is putting the deserving poor, as distinct from the pauper, into touch with the charitably disposed, giving assurance, of course, to generous persons that the case recommended for relief is a deserving one.

40907. I assume it is intended that they should in special cases, or in some cases, make an appeal to charitable persons?—That is so.

40908. (Mr. Booth.) In Paragraph 1 of your statement, which refers to industries, you speak particularly of the uncertainty of the unskilled labourers, that they are attracted in large numbers when trade is active and dismissed when trade is not?—That is so.

40909. Does that not apply also to the skilled labour?—Yes, I suppose it does, but I should like, if I may, just to give a little further information about this particular matter. Since submitting this statement I have had the privilege of a conversation with three of the directors of one of our largest firms with a view to getting reliable information as far as possible respecting this particular class of labour. The firm which I refer to, the name of which I perhaps need not give, employs about 5,000 men at its works; they are very large contractors for Government work and for municipal work in the way of tramway track and so on, and I am informed that they employ in normal times of trade about 2,500 men who may not perhaps be quite unskilled labourers, because a certain amount of training at the particular work gives them a certain amount of skill, but their occupation is not one to which they have had to serve any apprenticeship, that is to say men quite new to the place may be set on to a job and the particular kind of work he will be called on to do he very likely has to do all the day, all the week, and all the year round; it takes him a certain time to get into that particular job, but of course when Conditions of unskilled labour at Sheffield.

Sheffield
separate
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its cost.

Conditions of casual and unskilled labour at Sheffield. he has got into his work, he is to a certain extent a skilled man. These men are paid about 22s. a week, that is their ordinary wage; in times of good trade they make over-time and their wages go up to probably 28s. or 30s. a week by reason of over-time. From another firm I have obtained information to the effect that they have about 1,300 men employed at what may be called unskilled labour, and that these men average about, they say, £58 a year, which is about 22s. a week, the same as the others. This particular firm for the past six years has had an average of about 1,150 of these men, which goes down to about 950 in times of trade depression. Of course the decrease in the demand for skilled labour affects the unskilled labour, that is to say that the skilled man who is employed as an engineer, a turner, or fitter, or a moulder in the large iron works, requires the service of one or it may be two of the men who are more or less unskilled labourers. If the number of engineers, or moulders, or these other skilled men is decreased by reason of bad trade, naturally the decrease follows in the number of the unskilled men.

40910. Are these semi-skilled or unskilled men employed direct by the firm, or are they employed by the skilled men?—They are employed by the firm.

40911. If they are drawn to this employment, they may be drawn from entirely different kinds of unskilled labour?—Quite different occupations.

40912. The skill they have is acquired in the business?—Yes, the particular business in which they are engaged. I am told a man from the country is acceptable for this kind of employment, as a rule he is a strong man physically, he is steady, he is reliable and punctual, he attends to his work, he is not spoiled by the contamination of the attractions of town life, and he is an acceptable man to the employer of labour for these reasons.

40913. This labour is not very mobile, if a trade ceases at Sheffield and is even active at Birmingham, they do not readily move?—It would not affect this particular class of man, I think.

40914. With regard to home industries, the work which is actually done by men in their own homes, there is all classes of work is there not at Sheffield?—Yes, there is a certain amount of it.

40915. Do the families work?—In some cases the women and children may be employed in hand file cutting at home.

40916. With their parents?—There are not many men who work at file cutting in their own homes, they most of them work in the factories.

40917. The women folk of what are called small masters would not work at it?—No.

40918. The work is mainly done in the factories?—That is so. Of course what is called in Sheffield dialect "a little mester" might have a daughter in the warehouse or something of that sort.

40919. I mean not helping their parents?—No.

40920. I did not know whether there was work done where the polishing could be done by the wife and the filing by the man?—I know of no such trade. The reason why I drew attention to the question of the labourer is that out of 2,264 men admitted to our workhouse during the year ended March last, 1,222, nearly half of them described themselves as labourers. Of course "labourer" I know is a generic term, that is to say a man will call himself a labourer who has practically no occupation at all, it has become to be recognised as a sort of thing that will satisfy the relieving officer, and will be all that is necessary; at the same time I am strongly of opinion that the number given does include an appreciable number of the men that I refer to; also of course labourers engaged in the building trade and so on.

40921. With regard to the boarding out of children, do you occasionally adopt boarding out at a distance in order to separate children from undesirable surroundings?—Yes, almost invariably where we board out a child beyond the union it is because the guardians want to move it from the influence of undesirable relatives.

40922. It is a way of dealing with that class which is better than keeping them at the homes?—Yes.

40923. Otherwise you propose to keep them in your homes?—We do.

40924. With regard to the dietary arrangements which you refer to in Paragraph 7, it seems rather difficult to square classifications which are based on such entirely different ideas; have you the co-operation of the doctor in making that squaring?—There is no classification of the inmates of the sick wards, that is to say, all inmates of the sick wards must be dieted according to the doctor's orders, and people in health must be dieted according to the dietary tables.

40925. Then really the doctors have not much to do with it?—No, they have nothing to do with it excepting with regard to the infants, who must be dieted according to their instructions, but so far as people in health are concerned, they are dieted strictly according to the order.

40926. (Dr. Downes.) I think the doctor has to advise the guardians with regard to the dietary of those in health?—When the guardians adopt a dietary table, or a new dietary table; it has to be submitted to him, and he signs a certificate that it has been so submitted and he is satisfied.

40927. (Mr. Booth.) You speak here of the Local Government Board dietary being according to age and physical condition, that is according to the doctor's order?—No, the new dietary order, if one may now use the term, which was issued by the Local Government Board a few years ago, provides that the people should be dieted according to age and physical condition; it provides a description of the age and physical condition under which they should be dieted.

40928. Would you like to have greater freedom of dieting?—My own impression is that the present system existing of dieting is very generous indeed; there are a large number of tables from which the guardians can select a diet giving very great freedom indeed; my impression is that workhouse inmates were never better nor more generously dieted than they are at the present time.

40929. (Mr. Nunn.) With regard to Paragraph 8 of your statement, did you find that the provision of cottage homes led to an increase of the class referred to there applying to the board?—I do not think so.

40930. Are the guardians really strict in applying the standard which was laid down?—Very strict indeed; that is to say they would keep their A class cottages empty, and at the present time I believe we have two unoccupied, rather than put in people who did not come up to the standard. I think it is the only way of carrying out strictly their principle of classification.

40931. Do you find that the fact that they are housed in that way affects the willingness of the children who are liable to maintain them to contribute to their support?—No, I do not think so.

40932. With regard to Paragraph 16, would you include under (a) increased powers to guardians to admit persons who were a physical danger to the community owing to their want of cleanliness or want of power to take care of themselves?—Yes, I would certainly, provided they had power to keep them when they got them.

40933. Powers of admission and detention?—Exactly so.

40934. What classes of persons had you in your mind especially with regard to the powers of detention?—Other than those that I have mentioned here, the feeble-minded persons. Feeble-minded persons appear to me to be a very serious menace to the community at the present time. It is no uncommon thing for this class of person to be admitted to the maternity ward for confinement, and the guardians having no power to detain her, she goes out and comes back. I have a case in mind, the details of which I have not before me at the present moment, in which on enquiry I found that one feeble-minded young woman had been admitted three times to our hospital for confinement.

40935. That is the first and most important class, the feeble-minded young women?—Yes.

40936. Then there is the very aged persons who are unable to look after themselves outside the house, and yet refuse to come in?—Yes, or refuse to stay in when they have come.

40937. Then there are the epileptics who have not received a certificate of insanity, and yet are unable to look after themselves?—That is so.

Mr. Albert E. Booker.

18 Feb. 1907.

Dietaries at Sheffield and functions of medical officer there as to.

Question of home industries at Sheffield.

Large number of labourers becoming paupers.

Boarding out for children of bad parents.

Need of power to guardians to detain certain classes in the workhouse.

Mr. Albert 40938. Have you any other classes in your mind ?
E. Booker. I have not at the present moment.

18 Feb. 1907.

Standardisa-
tion of
workhouses
a corollary to
abolition of
settlement.

40939. You refer in the same paragraph to the standardisation of workhouses in order that some of them shall not attract persons to come into the unions ; is not the real comfort of a workhouse very largely due to the personnel of the guardians and of the officers ; what other element would you say there was ?—I think there are material comforts in the workhouse apart altogether from the personnel of the persons named ; you can provide a chair for a pauper to sit in, or make him sit on a form. I think we should be prepared to admit that a chair is more comfortable than a form. That is only a very simple illustration of what I mean. You can have the walls of a workhouse ward white-washed, or have them painted, and I think we should be prepared to agree that a painted wall is pleasanter and not quite so repulsive to the inmates as the other. These are only just simple matters that occur to me at the moment. There are other ways in which material comforts may be given or withheld in a workhouse.

40940. At present they depend upon the personnel of the guardians, I suppose, and of the officers ; their taste and their sympathy ?—Yes, I think the provision of those comforts first of all depends on the views the guardians take of what an institution for the poor should be like. If they take what is now known as the humanitarian view, they would provide a comfortable room, if they take rather the repressive view, they would provide an uncomfortable place ; it is a matter very largely in the discretion of the guardians, there is no doubt ; secondarily, the officers have something to do with it. The workhouse master may suggest to the guardians that a certain ward should be made comfortable in the way that there should be curtains put to the windows, and chairs provided, and the walls decorated with a few pictures, and so on ; they are small matters, but they make all the difference to the comfort of those living in the room.

40941. Do you find that the humanitarian and repressive guardians, as you have named them, are divided very sharply on this subject ?—I have not heard of such things ; we do not have divisions of that kind in Sheffield.

40942. Would you be prepared to make any more definite suggestions as to the points upon which such standardisation might be made. You have had a great deal of experience with workhouses, or would it be more suitable to ask a master about that, or the Workhouse Masters' Association ?—I do not think I should care to give any suggestions at the moment without further consideration.

Sheffield
Guild of Help
and its
operations.

40943. (*Miss Hill.*) With regard to the Guild of Help have any steps been taken, do you happen to know, for training your visitors, or are they under experienced workers, or persons who have studied the question of suitable charitable relief ?—The Guild of Help is only just starting ; my impression of the persons who will be the helpers is that they will be persons who are probably experienced more or less in ordinary philanthropic work in connection with churches, district visitors, and so on : people who would want to take up this work from its social side, and they will not be trained in the way I regard training.

40944. Nor will they be gathered round trained workers ?—No.

40945. Do you think that will be a desirable way to arrange for giving relief ?—I am not contemplating at all that they will give relief.

40946. Do you think their leaders would be able to prevent it ?—I do. There is going to be no common till from which indiscriminate relief can be given to any poor people who raise sympathy, probably by a false story, in the heart of a helper.

40947. Do you not think that the mere setting to work of a large number of untrained and probably kindly people will really be more likely to be detrimental than of assistance to the administration of relief amongst the people ?—The first principle of the Guild of Help is going to be thorough enquiry into facts, and a complete record of the results of those enquiries will be kept ; another principle of the guild is that the poor may feel that they have in some person a friend who will take an interest in their welfare by counsel and advice, giving assistance

to obtain employment, or assisting in obtaining employment for children, and in other such ways, but not for the purpose of obtaining relief in the majority of cases.

40948. (*Dr. Downes.*) I should like to ask you if you will reconsider for a moment your answer about the duty of the medical officer with regard to the framing of the dietaries. The dietary order which is in force states, first of all, that the guardians, in consultation with the medical officer, shall frame tables, and then those tables are referred to the medical officer for a formal report ?—Yes.

40949. That report I think, has to be considered by the guardians and entered on the minutes ?—Yes.

40950. Is it not the fact that at that point the medical officer's duty stops ; formerly he had to sign the tables, but now the tables are signed by the chairman and the clerk ?—That is so. With reference to Article 2 of the Order, it says the guardians shall forthwith, in consultation with the medical officer of the workhouse, proceed to frame dietary tables. As you know, the Local Government Board issued certain alternative tables from which the guardians might make a selection of dietary tables, therefore, it does not seem to me there is any necessity for consultation with the medical officer. In the schedule to the order there are certain tables given from which the guardians may make a selection for the several classes. These are all numbered as you know, and the guardians may make a selection of these for the different classes described in the schedule. As a matter of practice that is submitted to the medical officer in order that it may have his approval before it is submitted to the board of guardians and subsequently signed by the chairman and the clerk, and then submitted to the Local Government Board.

40951. As a matter of fact there is a large variety in those tables ; I believe mathematically there are something like 500 or 600 varieties of dinner ?—That is so.

40952. In framing a dietary for a week, the combination of those has to be considered ? Does not the order provide that there shall be any consideration of combinations of these dietaries ?—I do not think so. I have always understood that these having been framed on scientific lines, any one combined with any other would be a suitable combination from the point of view of scientific nourishment.

40953. That is so to a certain extent, but the local conditions have to be considered ?—Exactly.

40954. And the economy of the combination which may be selected by the guardians has to be considered ?—Yes.

40955. On all those points do you not think that medical evidence has an advantage and value ?—I do, certainly.

40956. At any rate the medical officer comes in, does he not, as an advisory agent in the matter ?—He does.

40957. Do you know what the cost of your dietary in Cost of Sheffield is now ; the weekly cost ? Can you separate Sheffield it from the sick ?—I have not the dietary table here, so dietary. I do not think I am in a position to say exactly to what it works out. I will supply with pleasure the weekly cost of each class. [*Subsequently sent. See Appendix No. X (D).*]

40958. Can you tell us what the cost of your infirmary maintenance is ?—We have not been separated a year. Difficulty of ascertaining cost of sick paupers. In our statement of accounts we show exactly what the cost is for the whole of the workhouse, which included then the hospital, for the year ended March last, and until we have passed March 25th coming we shall not be in a position to say what the inmates of the hospital cost as compared with the inmates of the workhouse.

40959. Is that not rather a common difficulty in the Poor Law accounts, that you cannot in ordinary workhouses definitely separate the cost of the sick from the cost of the healthy ?—It is a very material difficulty, and I think a very great disadvantage. I think this is one of the advantages we are hoping to gain by the separation of our hospital, that presently we shall be able to see what our sick people cost us and what our able-bodied people cost us, which at the present moment we are not able to do. We know that the people in our workhouse, including the hospital, cost us 9s. 10d. a week for the year ended March last, including all charges except the repayment of loans. We do not know how much of

that 9s. 10d. could properly be apportioned to sick people and how much to ordinary inmates. We shall know that presently.

40960. Referring for a moment back to the dietary, you say many difficulties have arisen in connection with the dietary for the indoor poor; will you tell us what difficulties?—I should rather like to modify that; when the new dietary order was introduced, we were told by the workhouse master that there would be considerable difficulty in getting the dietary under the new order to square with our classification, but as a matter of fact that has only been found to be so to a modified extent and now the inmates of all the classes are dieted according to their age and physical condition, but they are housed and provided for in other ways according to our own classification.

40961. Do I gather that the difficulties were rather anticipatory than actual?—Yes, and they are actual to an extent now, because we have the inmates of the workhouse classified according to our own classification and occupying the wards suitable to that classification, and the consequence is that the dietary must be adjusted by the master so that the people in the B Class ward may receive the dietary that is prescribed by the order for them. It is only a matter of adjustment by the workhouse master.

40962. There is a certain amount of cross classification?—Yes, it is only a matter of adjustment. I do not think it is really a serious difficulty; it has been in operation now some time, and the matter has been adjusted by experience.

40963. With reference to the suggestion that there should be greater freedom in the regulations affecting indoor officers with regard to their marrying, I do not know whether you are aware that in some places accommodation has been provided for indoor married officers, and has not been found altogether successful?—I was not aware of that.

40964. I was referring to what occurred at one of the asylums of the Metropolitan Asylums Board. May I suggest that one of the difficulties which is found is that it may be necessary to inspect the quarters which are on the hospital premises, or institution premises, and that there may be a certain resentment on the part of the married people against that institutional inspection?—I should think there would be very properly resentment. You may know why there should be reasons for that inspection, but they are not present to my mind. It seems to me if these people should be provided with quarters, they should be regarded as a private house. I do not think if I were a married indoor officer I should like an inspector coming round inspecting my house.

40965. I believe some difficulty of that kind was experienced at the Leavesden Asylum. What is your difficulty with regard to your married officers living out?—At the present time at Sheffield we have some of the chief responsible officers married and living out, that is to say the head attendant of the asylum and others; I had better not mention the particular officers in case I may make a mistake, but there are certain of the head officers who are allowed to reside outside and are paid as outside officers. That necessitates the provision of a responsible second officer, who must live inside and be able to take the place of the head official when he is away from his duties.

40966. Do your officers take turns of day duty and night duty?—Not the head officials, the assistant officers do.

40967. Then practically the head official is on continuous duty day and night if he is resident?—I suppose the workhouse master must look to the head official as the responsible man to him for anything that takes place in his department.

40968. And you consider it desirable that as far as possible the duties of officers should be divided into day and night turns so that the officers should not always continuously be on duty?—My impression is that the best plan, and the one most appreciated by the officers, is to have an alternation of day and night and certainly not continuous night duty.

40969. In connection with this suggestion would you be disposed to aim at that as much as possible?—I would.

40970. So as to reduce the number to the minimum that would have to live in?—Yes.

40971. (*Mr. Phelps.*) With regard to what Dr. Downes was asking you about the marriage of officers, is it in your form of advertisement for officers generally stated that if they are married people, they are to be without encumbrances?—As we have no resident officers in the workhouse who are married, except the porter and portress, that is not necessary.

40972. Take the master for instance?—We should not state that in our advertisement for a master.

40973. Would a man have a fair chance of being elected who had a young family?—I am quite sure my board of guardians would not make that a stumbling block; our feeling is all against that sort of thing in Sheffield. With a chairman like my present chairman we should not consider it for a moment as a disqualification.

40974. You have homes for children, have you not?—Yes.

40975. Would the same be true there, that it would be no disqualification?—In the case of the children's homes I think it would be considered undesirable, and I know it has been considered undesirable; there are special reasons in the case of the children's homes why that should be so. The principle of the children's homes system is that the mother of a particular home shall associate on quite family terms with the children under her care. If she has children of her own it is very likely there may be rather an inducement for her to treat them differently from our poor children, and in that case it is rather a disqualification for a woman to have children. It has been found in practice that a mother of a home who had children of her own rather differentiated the treatment and gave them their own meals in another room and sat in that room with them to her meals, which is quite against what we want to see; that is to say, we prefer that the mother should take her own meals with the children under her care and be an associated family as far as the conditions will admit.

40976. And with regard to the superintendent of the whole establishment?—I do not think at all it would be any disqualification in his case. As a matter of fact our present superintendent has no children, but the first superintendent we had had quite a young boy of his own living with him.

40977. On the question of settlement could you give us a return of the number of cases of removals you have had in the last few years?—During the past five years, an average of 132 cases a year have been settled on other unions. Statistics as to cases of settlement and removal at Sheffield.

40978. What kind of number have you received?—I have here the report for the year ended March 31st, 1906, and during that period the settlement officer interviewed upwards of 440 cases. Of this number 255 cases we found to be either settlements Sheffield, irremovable, or no settlement, leaving 185, and with 18 cases brought forward from the previous year, you get a total of 203 cases in which action could be taken. Of those 203 cases, in 162 the settlement was admitted, in 21 the chargeability ceased prior to the establishment of a settlement, 2 cases died prior to the establishment of a settlement, 3 were refused and 15 were standing over awaiting the decision of the Unions to which they were reported.

40979. How far do these cases come under your notice?—I have an assistant clerk who is the settlement officer whose whole time is taken up with this business. I peruse every report of a case before it is sent to another union, and my assistant consults me with regard to any matter of difficulty which may arise in the course of his inquiries. I receive from him after every journey out of town or elsewhere to make an inquiry, a report of what he has discovered; I keep myself fully acquainted with the business. Functions of the clerk to guardians as to settlement cases.

40980. In the majority of cases which come before you is the question involved one of settlement or a *status* of irremovability?—Settlement.

40981. Supposing that it was not found possible to abolish settlement altogether, have you any modification of law of you could suggest?—I have made notes of some matters settlement that occur to me to be of importance in connection with the law of settlement, and I suggest as follows:—(1) That its abolition. Modifications alternative to its abolition.

Mr. Albert E. Booker

18 Feb. 1907.

Difficulties as to married officers.

Sheffield workhouse dietary.

Restrictive regulations for indoor officers and difficulties as to married officers.

Desirability of day and night shifts for officers.

Mr. Albert
E. Booker.

18 Feb. 1907.

Modifications
of law of
settlement
alternative
to its
abolition.

birth settlement should remain undisturbed: that is, the principle of settlement by birth should remain as at present; (2) That settlements by apprenticeship might also be allowed to remain. This form of settlement does not occur very frequently now, the residential settlement having taken place its place; (3) Renting and rating settlements: these are very easily established in the majority of cases, and I think there is no harm in their being allowed to continue; (4) Settlement by possession of an estate is also very rare; then settlement by estoppel is a matter that follows if the other cases are allowed to remain; that might also be allowed to remain; that is to say a case having once been removed under an order there is an estoppel of inquiry for the future until another settlement has been obtained. These before-mentioned settlements do not present much difficulty in application, and the proofs required for establishment of the settlement by the existing law are generally obtainable, except perhaps in very old birth, and in some apprenticeship cases. In the matter of settlement by residence it will be known no doubt to members of the Commission that there has been considerable litigation, and that the matter is one of considerable difficulty, especially with reference to Section 35 of 39 and 40 Vict., c. 61. Difficulties and much legislation have resulted from the provision as to the settlement of a child under sixteen years of age, and questions as to whether those children could obtain a settlement in their own right have been carried to the Court of Appeal and the House of Lords, and the doubts have not even yet been removed. Then another matter which I think urgently requires attention is that of the settlement of paupers in divided parishes. This is a matter that has been impressed upon the Local Government Board as being one that urgently requires adjustment, and that is my own view. Then with reference to Irish removals the operation of the Poor Law (Irish Removals) Act 1900 has thrown, I think, considerable burdens upon large unions such as our own. The Act, as will be known, provides that where a native of Ireland has resided in England for five years, he shall be irremovable from England. The provisions of this Act are peculiarly devoid of any conditions as to the nature or place of residence, and the result is that the great bulk of Irish poor in England have to be maintained by unions having no liability under English laws and without means of redress. This should be a national and not a parochial charge if it is allowed to remain as it is at present, in my opinion. I have already referred to the desirability of the establishment of a board or tribunal to which cases of difference might be referred by unions who do not agree.

40982. You would be glad to see the period of residence required for a settlement reduced to a year?—I do not think I should.

40983. Have you ever in your experience taken a case by agreement to the Local Government Board to decide?—We are singularly free from litigation or disagreement in Sheffield. From time to time we do not perhaps agree with other unions on particular cases, but during my ten years' experience as clerk we have only had one case at Quarter Sessions. I do not think we have submitted one to the Local Government Board.

40984. You know that it is possible to do so under certain circumstances?—Yes.

40985. Are you content with the area of your union, or do you think any enlargement of it would be desirable?—We have an old question existing in Sheffield, as to whether there should not be a combination of the two unions for the purposes of the Poor Law. My own impression is that that would make an unwieldy area, and that, apart from an adjustment of the poor rate over the whole city, there are no advantages to be gained. I think it would satisfy those people who have urged now for a good many years, since my time and before, that the two unions of the City of Sheffield should be amalgamated, if they could have an equalisation of the poor rate. That equalisation, in my opinion, is coming about of itself, but still there it is, at the present moment in one union the poor rate is lower than in the other, both unions being in the same city.

40986. Do you think there is any advantage in having the same area for all purposes?—I cannot say that from experience, but I should think there would be, if it were possible

40987. Who is your rating authority in Sheffield?—Rating authority. The Sheffield Corporation, under the Local Act of 1900, took over the powers and duties of overseers and the appointment of overseers, and everything in connection with the overseers' work in the making of the rate and the collection of the rates.

40988. You have no assessment committee?—We have the union assessment committee; the Corporation did not take over the power of appointing the assessment committee.

40989. What is the assessment authority for your union?—The corporation. The duty is on the overseers to make the valuation list.

40990. What does the assessment committee do?—They receive the valuation list from the overseers and after deposit approve it, and they are the tribunal before which objections are first heard.

40991. The corporation accepts that valuation?—We work in complete harmony with the overseers appointed by the corporation.

40992. How is that working in harmony with the corporation brought about? Under what machinery?—The overseers might, if they chose, appoint a separate valuer to make their valuation, as a matter of fact the valuations of the expert valuer appointed by the assessment committee are accepted for both bodies, the overseers and the assessment committee.

40993. Does the corporation have an assessment committee?—No.

40994. And they do not hear any appeals?—No, and they are not represented on the assessment committee.

40995. Could they legally have an assessment committee?—As far as I know there is no provision for it.

40996. Do you think with regard to the expenditure of the boards of guardians there is room for more control?—In large matters, yes, in small matters certainly not. My impression is that there is no necessity for, or at any rate there is no justification for any relaxation of, the present central control in matters of large expenditure, but I think there is considerable necessity for relaxation of that control in matters of quite minor expenditure, and also for the modification of the powers of auditors in the same direction.

40997. Do you find the auditor is very active in matters of small importance?—I think I can give a perfect illustration of that; our auditor, of whom I speak with very great respect, has just completed his audit of the accounts for the half-year ended September. I suppose the amount of our expenditure for a half-year is about £70,000. At the completion of this audit he drew attention to two matters, presumably those only in connection with the half-year's accounts in which there was any irregularity. Those two matters amounted to 1s. 10d. for a repair to a chair leg at the office, which was three weeks out of date, and the other was an expenditure of 9s. for blacksmith's work in connection with the farm, that had also been made a week or two out of date. It seems to me that it is trifling with the advantages of a Local Government Board audit that we should be put to the inconvenience of writing to the Local Government Board for their sanction to the payment of 10s. 10d. on an expenditure such as ours in Sheffield. It seems to me that that sort of thing is considerably overdone.

40998. In large affairs you think the control on the whole is judicious?—Yes, I am very strongly of that opinion.

40999. I see with regard to the payment of outdoor relief you have appointed a pay clerk?—We have.

41000. Is he under your supervision?—In the same way that all officers of the union are under my supervision as the chief official.

41001. Is he a clerk in your office?—No, he is an officer in the out-relief department.

41002. To whom is he responsible?—He is firstly responsible to the superintendent of the out-relief, who has control of all the officers of the out-relief department, and through him to me.

41003. (Sir Henry Robinson.) Does this pay clerk give all the pay that is given to the recipients of outdoor

Question of
combination
of unions at
Sheffield.

Extent of
which control
of Local
Government
Board should
be retained or
diminished

Over-ear-
of trifles
district
auditors.

Approval
control of
Local
Government
Board.

Pay clerk
his functions

relief?—There are no payments in cash made by the relieving officers at all.

41004. In the case of sudden and urgent necessity which the relieving officer has to do with, what does he do?—He relieves in kind.

41005. If the pay clerk considers too much relief is given does he report the fact?—He does not express himself with regard to that at all.

41006. With regard to Paragraph 8 of your statement, are the cottages which are erected for the well-conducted classes within or without the workhouse grounds?—They are without the workhouse grounds in this sense, that the inhabitants of the cottages are not required to pass through the workhouse lodge. They have quite free ingress and egress to and from the cottages. That is to say, if they choose to go outside and take a walk in the country lane which is quite close by there is no restriction.

41007. Is there no restriction on the hour they return?—Only the general supervision given by the attendant. Of course there is an attendant in charge of the cottages.

41008. A sort of servant in each house, is it?—The man who is the responsible attendant is the shoemaker at the workhouse, which is only a quarter of a mile away. His wife looks after these people, cooks their meals and attends to them generally, giving a general supervision to them during the day.

41009. Are the cottages as comfortable as those occupied by a labouring man outside?—They are simply one room cottages; they are plainly furnished, with a bed in the corner of the house. Of course it is kept perfectly clean. It is kept in order by the people themselves as far as their physical condition will enable them to do it.

41010. Is there no kitchen in the house or room?—No, they are dieted according to the dietary order, but their meat, to take that as an example, is served out in one joint sufficient for the whole of the occupants of the cottages, that is taken into a general kitchen by the female attendant and cooked there; and the one joint is served out to these people in a much more homely comfortable and tasty way than is done in the ordinary workhouse ward.

41011. On the whole, the cottages are not so good perhaps as those occupied by the labouring men outside?—A labouring man outside would have more than one room, or the majority would have more than one room; of course there are people who live in a furnished room of a very poor class, but the ordinary man outside has a house containing more than one room, consequently he has more comfort in that way. But these cottages are exceedingly comfortable, and are very highly appreciated by these old people, there is no doubt about that.

41012. The diet, I suppose, is quite as good as they get outside?—Better.

41013. Would it be possible for a working man by his own independent exertions during his working life, by joining any thrift society, to maintain himself in his after years in the same state of comfort as he would be maintained by the Sheffield guardians?—I very much doubt it.

41014. That has no effect on the number of persons who belong to thrift societies?—I do not think we have got to that stage yet.

41015. Is there any necessity to join thrift societies under the circumstances?—Yes, I think there is; however comfortable you may make a man who qualifies for our Class A, when he comes inside his circumstances are not entirely as good as those of the thrifty man outside who has made provision.

41016. Is there any stigma attaching to the person inside?—We have endeavoured to remove that as much as possible.

41017. There is no distinctive dress?—No.

41018. The liberty is almost the same?—Almost, but not quite; that is to say, they may go out pretty well as they like during the day, as I have said, if they want to go for a walk, or even go to town by the car, they could do so, but I cannot see that their circumstances are quite equivalent to the thrifty man who has provided for himself, and lives outside.

41019. With regard to the abolition of removal and your remarks about the Irish cases, are there many of those cases in the Sheffield workhouse?—There are a considerable number that are settled upon us.

41020. Are they mostly people who have worked during their lives in Sheffield or the district, or in England?—Not necessarily.

41021. A good many of them?—Some of them are, no doubt, people who have come in their early life and obtained employment in the large works and lived in Sheffield a considerable time, but some are not.

41022. Considering those people have worked all their lives in Sheffield, do you think it is a hardship upon Sheffield to maintain them in their old age?—I think there is as much hardship in maintaining them there as anywhere.

41023. Supposing a Sheffield man came to Dublin and he goes to the workhouse in Dublin, or to the Dublin infirmary, he has to remain there the whole of the time; do not you think there should be reciprocity?—Yes.

41024. You have about the same number transferred to you as you transfer to other unions?—Yes.

41025. If the law of settlement were altogether removed, do not you think it would cut both ways?—It would to some extent, no doubt.

41026. The only fear would be if in one union the standard of comfort was higher it would attract other people?—Yes, that is my view, that the total abolition of the law of settlement would probably bring a hardship on large urban unions like our own.

41027. That has not been the result in Ireland. I wonder if you would consider that the reason of that would apply in England which we found apply in Ireland, that nothing will induce people who have been all their lives in a certain union to go elsewhere; they like to be relieved amongst their own friends, in a workhouse somewhere near their friends, so that if they get a day out they can go and see them. Do you not think it might have that effect in the English unions also?—Possibly; but at the same time I think from the little experience I have of Irish people they have a very great affection for their own country.

41028. More than the English?—I am not going to say that, but I think the Irish people, especially the peasantry of Ireland, are very much attached to their own neighbourhood.

41029. Do you think if the people in Sheffield heard that a workhouse some 20 or 30 miles away had a somewhat better dietary they would be likely to go off there, although they had no particular friends there?—I think a certain class of the workhouse inmates most undoubtedly would.

41030. There is another way of dealing with that in Ireland. If people go from one union to another for the purpose of obtaining relief they can be prosecuted. Do you think that would be any check?—Yes. I do.

41031. (Sir Samuel Provis.) Taking those audit cases the law is this: that the guardians must pay a debt in the half-year it is incurred, or within three months afterwards unless the Local Government Board extend the time?—Just so.

41032. In those two cases the amount had not been paid in the time prescribed by the law?—Yes.

41033. Therefore the auditor was right?—Exactly, I am not finding fault with the auditor.

41034. What are you finding fault with?—The system.

41035. You think the guardians should be permitted to break the law?—Certainly not; I think the law should be amended so as not to apply to paltry payments such as those were.

41036. That is a suggestion, is it not, for the alteration of the Payment of Debts Act?—Exactly so.

41037. Where would you draw the line? How much would you say the guardians may pay, although the time has expired?—If I am to suggest an alteration in an important statute I do not think I am prepared to answer a question like that right away, it is hardly fair to expect me to do that. I think you will follow me and agree when I say that this was drawn from me as a sort of side

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Effect of abolition of settlement.

Effect of abolition of settlement in Ireland.

Alleged over-care as to trifles by district auditors.

Sheffield Cottage Homes for old and infirm, etc.

High standard of relief to the poor at Sheffield and effect thereof on thrift.

Legibility of relief to the poor at Sheffield.

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issue on the question of control of guardians' expenditure. I gave this illustration that came into my mind of something that had happened quite recently in justification of my statement that I thought there was a necessity for Local Government Board control to be continued over the expenditure of large sums, but when we came to small matters of this kind, it seemed to me a statutory provision for control is unnecessary, and causes unnecessary trouble.

41038. The point I wanted to put was this: the principle of that Act is that the guardians should pay their debts within a fixed time?—Yes; I think that is a right principle, because the poor rate is levied for that period.

41039. The object of applying to the Local Government Board is to get relaxation. It is not an instance of excessive control by the Local Government Board, but it is an instance of the Board having power to relax a prohibition which would otherwise apply?—I agree.

41040. Is there not a difference between that case and the case of excessive control in small matters?—I am bound to say I hardly see the difference just at this moment; I do not know whether I have quite followed you.

41041. The point I want to put is: that this is not an instance of control, but an instance of the power on the part of the central authority to relax the provisions of the statute?—I think I must agree with you, because the illustration which I gave happens to be one which applies to a matter for which there is statutory provision. I think I must agree with you on this particular point, because that happens to be so in the illustrations I gave.

Situation on
refusal of
order for

Applicant,
and possible
remedies.

41042. You give a case in Paragraph 14 of your statement in which under very undesirable circumstances out-relief had been given, and a workhouse order was offered and refused. What happened to that case afterwards; had you to give out door relief?—I was at the relief committee when this case came forward, so it happened to come into my mind when I was writing my statement. The matter was left in this way, that in order to prevent the possibility of these young children suffering, the relieving officer only gave relief at his discretion, that is to say in kind, in order that the children might not suffer. How long that will go on I cannot say.

41043. In the cases referred to in your paper, that same sort of thing happens: that the relieving officer gives relief in kind, because of the children?—He must.

41044. How does he secure that the children get it, and that it does not go to the parents?—I do not think he can secure that, but he protects himself by the fact that he has given relief that should go to the children, and if the children do not get it he cannot help it, he cannot secure that it does go to them, of course.

41045. What is your remedy for cases of this kind; what alteration in the law or orders would you make to meet cases of that kind?—I am bound to say I had in mind at the time I wrote this and gave that illustration, the provision of some power such as I have heard the guardians wish for many times in relief committees, under which they could in a case of this sort in which they, in their discretion, thought the house was the proper relief to be given in all the circumstances of the case, compel that person to go and take that relief. It does not seem to me to be satisfactory from any point of view that a person should be in a position to say to the guardians, No, "I will not take the relief you offer me," when the guardians have the knowledge that his refusal of that relief puts him in the position of starving his children, and carrying on a wretched existence such as is not desirable from the point of view of the community in any way whatever.

41046. You mean to say you would compulsorily remove that case to the workhouse?—Yes, I would in this case particularly have had some power to compel the person to accept the relief given, which is the proper relief in my mind; there is no doubt about it, it was the proper relief for the necessities of that case.

41047. You might have taken the children into the workhouse, might you not?—We might have done that,

and we should in an occasional case, I mean in the case of a widow we sometimes take the children to relieve her, we take the children to our homes, and leave her to work for her own living, and perhaps the support of one child.

41048. Perhaps you would think it was open to this objection, that it would be relieving the parent of the support of his children?—I should consider that a very great objection where it is possible to be avoided.

41049. I do not think I quite understood your system with regard to the classification of outdoor relief. Am I right in thinking that the maximum of outdoor relief varies according to different classes in the same circumstances?—I do not know whether I have made this matter as clear as I should like to. The idea of the maximum scale is for a guidance to the relief committees. In quite a number of cases the persons in the particular class do not get that maximum amount, there may be relatives contributing, or there may be other circumstances under which the guardians do not feel warranted in giving the maximum sum; in other cases the circumstances may be such as to render it not desirable for a person to go into the workhouse owing to the condition of their residing with a daughter or what not, and yet the circumstances may justify a larger amount of relief than is given in our scale. In those cases a larger amount would be given, but under normal conditions where the conditions were such as in the opinion of the relief committee to necessitate outdoor relief, if there were not special circumstances this scale would be adhered to.

41050. Let us suppose two cases in which the circumstances of destitution were similar and there were no contributions from relatives or any circumstances which interfered. Supposing that to be so, and the circumstances precisely the same with the two cases but they belonged to different classes, would there be a higher sum given in one case than in the other?—Yes, but we have to bear in mind in conjunction with that, the conditions under which they are classified. That is to say, in Class A. the people are over sixty years of age, have resided in Sheffield for a certain period and are persons of excellent character. But the Class B., people may be a little short in one of those conditions, they may probably not be sixty years of age; if you say you will give all persons of sixty years of age and upwards 5s. a week as the maximum, if a person came along who perhaps was fifty years of age there would be no hardship in giving that person 4s., because he would be able to do something to help to support himself.

41051. The cases I was supposing are cases where you have got the same circumstances as regards age and so forth?—If the circumstances are quite the same, if it were possible for them to be quite the same, the scale would be adhered to. We should give 5s. in one and 4s. in the other.

41052. Does it not follow that either in one case you are giving more relief than is really necessary to relieve the destitution, or in the other case you are giving less?—In the earlier part of my evidence I admitted when I was asked a question about this that to my mind the principle upon which all relief is based in the necessity of the case, and probably the Sheffield classification scheme departs a little from that principle.

41053. (Chairman.) Following up these cases of which you have made a list, supposing the guardians were to take the children into the workhouse with a view of educating them, the mother could always claim them afterwards under the existing law?—You may know that the guardians have rather large powers given to them to take the children of undesirable parents, or deserted children under their care and control.

41054. I was taking this list?—That list is of cases in which relief has been refused, the outdoor relief has been declined by the applicant. Were you raising the question that if the guardians take those children from the parents, the parents could claim them afterwards?—Yes, by application.

41055. Yes?—Certainly.

41056. So you would start all over again?—Exactly. It would be a very exceptional case in which the guardians thought it desirable to take the children of parents such as those, in order to enable them to live just as they choose, and to relieve them of all responsibility for their children.

41057. You think the peculiarity of these cases is not so much that there are children associated with them, as that the applicant is supposed to be unfit for outdoor

situation on relief; on refusing indoor relief they can practically compel the guardians to give outdoor relief?—They can, and I think it is a very undesirable state of things.

41058. You suggest you should have power to deal with cases where there are those children where the parents are not in the opinion of the guardians entitled to outdoor relief?—I do not see at the present moment why powers of that kind could not be applied to those cases.

41059. The relieving officer now is under a responsibility?—He will not undertake the responsibility of allowing the possibility of the children dying of starvation, and I do not blame him.

41060. He would refuse the responsibility even in the case of adults, would he not?—I do not think he would consider the responsibility so grave in the case of an adult. He is to a certain extent protected if the guardians offer the applicant some form of relief which the applicant declines; then of course the responsibility is on the applicant, but the case is complicated where there are young children who might suffer from the refusal of the parents. In the case of an adult, the adult takes the responsibility, and the relieving officer need not necessarily concern himself about it.

41061. Assuming any serious consequences ensue, and the case came before a jury, the relieving officer, I suppose, might feel himself in an awkward position?—I do not think so, if he or the relief committee had offered an indoor order the relieving officer would not find himself in any difficulty.

41062. (*Miss Hill.*) Are not the relieving officers very much under the impression that they are responsible?—I think there is a very grave responsibility attaching to the relieving officer if he neglects a case, there is always a criminal responsibility hanging over him.

41063. If the relief is declined and the man or woman starves to death, is not the relieving officer responsible?—I think there is no blame attaching to him, or any legal responsibility attaching to him.

41064. (*Mr. Booth.*) With regard to the taking of the children away from their parents, if the parents knew that they would lose the children entirely and absolutely, so that they never could identify or claim them again, would they as a rule regard it as an advantage or a penalty to lose the children?—Of course we are here dealing with a very wide question which affects human nature I think. Does it not come back to one, as to what kind of people they are; even the most dissolute people profess a certain amount of attachment for their children very often. In Sheffield the guardians exercise the powers given to them under the Poor Law Act of 1899 to a very considerable extent, and on the smallest possible justification they take children under their care and control under the powers I have just quoted, but I have known cases in which even the most dissolute parents have professed a certain amount of regard for their children and a very keen desire to know where they were and where they had been boarded out, and so on, I am not going to say that this professed interest has not been in some cases with ulterior motives; when a child is getting on towards twelve or thirteen years of age it becomes a matter of serious importance to some of these people as to whether they are going to have the advantages of their services when they get to an age when they can work; I will not say all these enquiries are made from motives of affection, but I do not doubt that they are in some cases, even when the parents are most dissolute people.

41065. I should certainly suppose there was natural affection as well as motives of interest. According to your experience, if you could absolutely isolate the children so that there was no chance of the parents getting them at all, do you think the average effect would be that the children would be, as it were, dumped upon the community?—To put it the other way round, are you raising the question whether this would be an inducement to people to dump their children.

41066. Yes?—I do not think our experience goes to show that it is. I am bound to say it was said in the early history of our children's homes that that would be the effect, but I do not think it has been.

41067. (*Mr. Bentham.*) With regard to the old people's homes, with the experience the guardians have had of those homes, would they build them if they had to do it

to-day?—Yes, they would certainly build them and if they were justified in doing so, that is to say, if the number of people suitable for the occupation of those cottages was to increase, they would have no hesitation in building more.

41068. Would they build them where they are?—Yes, the site is such that there is room for expansion. The original plan for those cottages was to start operations with the administrative block in the middle, as it is now built, and to have two wings; we have never built the total number that was originally intended.

41069. Have you the number of married couples you expected to have when you were building?—We have eight cottages there, and those cottages each provide accommodation for two persons; they may be a married couple over sixty years of age, they may be two men or two women. They are not all married couples in the cottages.

41070. The intention was to have married couples was it not?—Not entirely.

41071. With regard to outdoor relief, you say that the outdoor relief has grown considerably during the past three years?—It has had an upward inclination.

41072. To what do you attribute it?—I attribute it to several causes. Mr. Chaplin's famous circular I have no doubt, whether it was correctly interpreted or not I am not prepared to say, was interpreted or misinterpreted to mean that there should be a relaxation of the principles on which out-relief should be granted.

41073. Do the guardians now give relief to persons they would not entertain prior to that circular?—My own opinion is that in Sheffield during the last few years there has been a little relaxation of the principles; that there has been rather a tendency to give relief where there used not to be.

41074. In Paragraph 12 of your statement you attribute that partly to the classification scheme?—I think that has something to do with it. Since we adopted this graduated scale of relief, there is no doubt in my mind that the amount of poor relief per head works out at more than it used to.

41075. That is a question of the adequacy of relief rather than the number of people who seek relief?—That is so.

41076. Is not the number of persons really the proper indication?—I suppose it is; as to the ultimate increase in relief, the number of persons is the index of that no doubt.

41077. You think the classification has increased the number?—I do not think that classification has increased the number of persons in receipt of relief, but I think it has increased the amount of our expenditure on relief.

41078. Is that what you meant when you said that out-relief had during the past few years had a distinctly upward inclination?—I was speaking rather of the amounts than the persons. The schedule I have handed in shows the number of persons and the amount, and comparing the two I think it will be found probably that the amount of money expended is rather out of proportion to the persons. It is rather the money that has had the upward inclination than the number.

41079. Have you the amount it works out at per head for the number of persons receiving relief on a given date?—I have. I can give you the amount for the year. On p. 13 of our statement of accounts you will find particulars relating to the out-relief, and you will see that during the year ended March, 1906, the average number of persons relieved per week was 2,527, and the average amount per head per week was 2s. 1'66d.

41080. Do you consider that high?—No; of course you have to take into account that a large number of those relieved are children, the maximum amount for which is 2s.

41081. Your classification is based upon period of residence to a certain extent, is it not?—It is.

41082. Do you think that is an advisable basis of classification?—I do, for this reason, for local protection; it is conceivable that a person of a very estimable character might have resided in Sheffield for a period of five years and might conceivably qualify, except in the matter of residence, for our Class A. I do not think it is quite

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Increase of out-relief in Sheffield and its causes; Mr. Chaplin's circular, etc.

Effect of classification of out-paupers at Sheffield.

Increase of out-relief in Sheffield.

Basis and probable effect of classification of outdoor paupers at Sheffield.

Mr. Albert E. Booker. Desirable that they should have the same privileges as people of long residence.

18 Feb. 1907. 41083. Do you think they would exercise that amount of forethought that twelve years before they were eligible they would come into your district?—I certainly do not think twelve years before. I suppose there are very few people who contemplate twelve years before they become chargeable that they will become chargeable.

41084. Does this class exercise so much forethought as to cover a three years' period, for instance?—I should not like to say; perhaps they would.

41085. They would be really thrifty people who would exercise that forethought and probably do without the relief?—Perhaps; I should not like to say they would.

41086. Is there any co-operation between the medical officer of health and the board of guardians?—In what direction?

Co-operation between Poor Law and sanitary authorities at Sheffield. 41087. With regard to notifying to the guardians cases of want that come under the notice of the medical officer of health, and on the other hand cases coming under the notice of the relieving officer where there are undesirable conditions, overcrowding and dangers to health?—We work in harmony with the medical officer of health; he himself does not report cases to us as being in his opinion suitable for relief, but some of the woman sanitary inspectors have from time to time drawn the attention of the relieving officer to cases they have come across. On the other hand in cases where the homes are insanitary the relieving officer would communicate with the medical officer of health's department, drawing attention to a case if it is not under his observation. There is no systematic co-operation, if you understand me; it would be done on either side in a special case, but there is no systematic co-operation.

Phthisis, its notification and treatment at Sheffield. 41088. There is compulsory notification, is there not, in Sheffield?—Yes, of phthisis.

41089. In consequence of that notification have more cases come under the notice of the guardians for treatment?—I have no evidence of it.

41090. Have the guardians made any special provision for that class of case?—We have a small sanatorium in the hospital containing about eight beds for the treatment of male cases, and we have under consideration at the present time the conversion of a building for about an equal number of female cases.

Midwives Act. 41091. With regard to the Midwives Act, have the district medical officers been called upon to act in cases where the midwives have found it necessary without a relieving officer's order?—I have not heard of that. I should not like to say they have or have not. I have not heard of it at all; it has not come under my notice.

41092. You have not heard of any refusal to attend a case?—No, I think I should have heard of a refusal, but I have not heard of such a case.

Reasons for separation of infirmary from workhouse at Sheffield. 41093. With regard to the separation of your hospital from the other part of the building, what is there expected to be gained from that apart from the separate accounts?—The guardians were of opinion when they went in for separation, that in the case of a union like Sheffield, the institution itself was too large to be properly controlled by one officer, and further that it was better that

the sick should be treated by persons specially trained for that particular work and under separate supervision. Reasons for separation of infirmary from workhouse at Sheffield.

41094. That could be done even although it was under the same administration, could it not?—Yes, so far as the training of the persons who look after the sick is concerned, no doubt it could. Another reason was that it was considered that a hospital separated altogether in methods of administration, has a higher standard and a higher tone; it is perhaps a sentimental idea, that it has a higher tone than one associated with the workhouse. I am giving now the views of the guardians in this particular matter; of course those views are not necessarily my own; I am giving what the guardians think of it.

41095. You issued a report, did you not, some time ago, with regard to the separation of the institution and made certain claims for it?—Yes, I have here the report of a deputation appointed to enquire into this matter, which contains certain conclusions they arrived at.

41096. Was not the feeling of the patients taken very largely into consideration?—Certain members of the hospital committee on this deputation were very strongly of opinion that there should be nothing in the way of the reception of a sick person into a union hospital; it is said to be for the good of the community that it is desirable that persons in this station of life should be cured as soon as possible, and it is desirable to remove any difficulty, sentimental or otherwise, in the way of the reception of a person into the union hospital as such, and it has been held that the separation of the institution would dissociate it from the workhouse, and that persons going in might consider that they were not going into the workhouse exactly, but into the hospital, which was something rather different. Those are views that are held by some of the guardians.

41097. It was expected that people would avail themselves of the opportunity of treatment inside the workhouse hospital who would not do so if it was connected with the workhouse?—That was so.

41098. That is, it was intended as an encouragement to the people to come in rather than remain sick in their own homes?—That is so.

41099. Is there anything said by the committee with regard to disfranchisement?—This question was taken into account, and it has been suggested that there should be no disfranchisement for persons received into a union hospital; there has been nothing further done in that particular matter as far as our own case is concerned, although the view of the present board of guardians no doubt is that it would be desirable to remove any franchise disqualification.

41100. Is there any suggestion that applicants should be received into the hospital without a relieving officer's order?—No, not with us.

41101. I think you are responsible for the recommendations which were drawn up by your Board?—Yes, I prepared the first draft of those. Destitution for relief.

41102. Do you hold with Paragraph 2, which says that destitution ought not to be a test of relief from the Poor Law?—Are you asking me whether I hold with that personally?

41103. Yes?—No.

Mr. ALLAN DEARDEN, called; and Examined.

Mr. Allan Dearden. 41104. (Chairman.) You are the Superintendent of out-relief and collector to the guardians of the Ecclesall Bierlow Union?—I am.

18 Feb. 1907. 41105. You have prepared a statement which we will treat as your examination in chief, if you will kindly hand it in, and supplement that by further questions?—Certainly.

(The Witness handed in the following Statement.)

Social and industrial conditions at Ecclesall Bierlow. 1. In the north, north-west, and east, the little master and the working-man reside. The principal trades are those of cutlers, file-cutters, silversmiths, grinders, warehousewomen, and factory hands.

The population is great in this division, and naturally produces the most pauperism.

The number of cases in receipt of outdoor relief in the said district on January 1st last was 611.

2. The south and south-west is residential and rural, with a large acreage of moorland. There are three villages and several hamlets. The poorer classes are composed of general and domestic servants and farm labourers. The number of cases in this district on the said January 1st last was 30.

3. Thirty years ago an experiment was tried to compel every able-bodied man in receipt of relief to do a fair day's work. The guardians bought large quantities of stone and wood, and arranged that every able-bodied man then in the workhouse should be turned out, and together with others on out-relief ordered to go into the test yard and break stone or cut wood at the discretion of the Labour yard at Ecclesall Bierlow.

hour yards labour master, and at the conclusion of each day's work to be paid according to the annexed scale. This order has been in force ever since that time.

4. The amounts paid are: 1s. 11d. per ton for cinders; 1s. 8d. per ton for granite and limestone; and 6s. 8d. per ton for wood.

5. You occasionally come across men who can earn very little at this kind of work, such as painters, clerks, etc., whose hands are naturally not accustomed to this work, but the superintendent of the test yard has the trade of each person given to him, and he informs the relieving officer of the amount earned, and if it is not sufficient, a supply of groceries and bread is given.

6. The number of orders given during the past year was 151, and the number now working 8.

7. The respective merits of indoor and outdoor relief may be well stated by quoting the policy of the guardians of this union.

8. Outdoor relief of an adequate amount is granted in cases where an excellent character may be proved, and in cases presenting any doubt the workhouse test is applied.

9. To give outdoor relief in cases addicted to drink, immoral characters, those unable to care for themselves, etc., is to encourage pauperism in the vicinity where they reside.

10. The workhouse, therefore, offers a good alternative, and in cases where guardians consider there to be any doubt, an order for admission is the most satisfactory way, both to themselves and to the pauper, to afford the necessary relief.

11. The classes of persons applying for relief are:—The old, infirm, and feeble-minded, young widows and children, wives (and children) whose husbands (and fathers) are in different institutions, the temporary sick, the deserted and neglected, also a small proportion of temporary "out-of-works," pregnant women, and the able-bodied "never-want-work."

12. The causes of pauperism are:—Age, fluctuation of trade, Employers' Liability Act, drink, immorality, thriftlessness, chronic sickness, and mental deficiency.

13. The class of persons seeking election as guardians is composed of candidates nominated and elected by political parties and friendly societies. Since 1894 a great change has occurred in the *personnel* of the board.

14. Relief is administered by three committees (three members forming a quorum). Two committees are carried on at the same time. Pay stations are situated in different parts of the union, where the poor are paid. Applications for renewals, cases of sudden and urgent necessity, are attended to there, also medical orders are given out.

15. Every case is treated on its merits, and no classification has been attempted.

16. Reforms in the law or practice suggested by experience are:—

(a) A penal colony for the "never-want-work," the immoral, and chronic drunkard.

(b) Power to detain the feeble-minded and cases that are partly cured from some loathsome and contagious disease.

(c) Power to remove to the workhouse those who are unable to take care of themselves, and the phthisical cases who are occupying bedrooms where others are sleeping.

(d) To do away with the attendance cards of children where school cards are not used.

(e) To amend Section 13 of the Lunacy Law.

(f) To elect a third of the guardians annually, so that the policy of the board be continuous. Members of the new board have only a slight knowledge in many cases of the principle and practice of the Poor Law.

Case-Paper System.

17. In many unions the case-paper system has now come into vogue, and the officer who is working it naturally likes the system, for it cannot help but be of material assistance to him in his work, and those who have worked with it unanimously agree that it is far in advance of the Application and Report Book, for it gives the guardians

great assistance in not only providing a complete history of individual cases, but showing at a glance the decisions of the various Relief Committees from time to time in consecutive order. It is of assistance at the Police Court, for it shows the written orders of the guardians, as well as those who are liable to maintain, and also the earnings of each member of the family.

18. It assists the settlement officer, for it gives the date and place of the applicant, and all particulars relating to such applicants. It is also of assistance to the overseers in making out parliamentary lists, as it states whether the applicant is a householder or lodger. But the main advantage, which I feel I cannot press home too much, is that if an officer resign or die, the newly appointed official can, if sufficiently energetic, start where the old officer left off, and not have to spend years of time and experience to find out the ins and outs of every case.

19. The only objection that can be made against the system is the difficulty of the audit, but this can be easily overcome if the Local Government Board should authorise the Relief Order Book to be substituted at audit for the Application and Report Book, and if the information contained in the case-papers should be used as a check upon the legality of the relief.

20. It would also reduce the cost of printing and storage. The case-papers in vogue in the Ecclesall Union differ somewhat from those in other unions, for it has been feared that the cost of storage would be a very serious item.

21. Therefore, to reduce the space, the history of the family is put upon the thick backing sheet, and one paper is used for the relatives liable to maintain, instead of each member of the family having one sheet to himself.

22. The books in use are of course the Application and Report Book, the Stoppage Book, and five Registers, viz:—(1) Admissions and Discharges (Workhouse); (2) Admissions and Discharges (Asylums); (3) Other Institutions; (4) Revision Register; and (5) Case-Paper Register.

23. To fill up a case-paper averages about twenty minutes. On being filled up, the relieving officer copies the application into the Application and Report Book, and on the morning of the day previous to the meeting of the committee, the superintendent goes over every case-paper, and stamps in the words:—

APPROVED.

.....weeks
Date190 ..
.....

24. At a meeting of the committee, same are taken before them, together with the Application and Report Book, and as the cases are disposed of, one guardian enters the Order on the case-paper, and one in the Application and Report Book. The chairman, after the cases have been heard, signs the Relief Order Book, which is then countersigned by the Clerk.

25. At the termination of the meeting, each relieving officer hands the case-papers over to the superintendent, and he, with the assistance of a case-paper clerk, sorts them into three divisions, namely:—(1) Old cases taken from the cabinet; (2) New cases for outdoor relief, and (3) Admissions to the workhouse, asylums, etc.

26. He now takes the Revision Register, and enters the name and number of each case forward to the week when same will have to be revised by the guardians. He then replaces the old cases in the cabinet which have been extracted during the week, taking the Cabinet Register to see if all have been returned, and, if so, initial each case in the Register.

27. He afterwards takes all the Admission and Discharge Registers and enters the index number in a column ruled for that purpose.

28. All new cases are indexed, and the index number is stamped on each case-paper and then placed in the filing cabinet.

29. To make the system a success it should be started *de novo* in every case, for it is surprising the different statements made when the case-paper is taken, to what were given on the first application.

Mr. Allan
Dearden.
18 Feb. 1907.

Audit difficulties as to case-paper system and their remedies.

Relief books and forms in use at Ecclesall.

Procedure of relief committees at Ecclesall.

Mr. Allan
Dearden.

18 Feb. 1907.

Advantages
and cost of
case-paper
system.

30. Out of 3,632 case-papers taken in 1905, twenty-four old settlement cases were discovered, namely, twenty-eight inmates and three lunatics, and these have been removed to other unions, showing a yearly saving of £681 12s. ; also a thorough investigation of outdoor relief shows a reduction of £255 19s. 9d. and an increase of £222 7s. 8d. on the amount of money collected towards the maintenance of those chargeable.

31. The salaries, cabinet, and stock, cost £258 10s. 6d., showing a net saving on the year of £907 8s. 11d. I may add that the present year, so far, appears to show reasonable hopes of effecting a similar saving.

Scale of relief
in Ecclesall
labour yard.

32. SCALE ALLOWED BY THE GUARDIANS OF THE POOR OF THE ECCLESALL BIERLOW UNION TO MEN BREAKING CINDERS.

	Tons	Per Ton	s.	d.	s.	d.
Single man to break -	3 weekly	at 1	11	=	5	9
Married man with wife only	4 "	1	11	=	7	8
" with wife and one child	5 "	1	11	=	9	7
" with wife and two children	6 "	1	11	=	11	6
" with wife and three children	7 "	1	11	=	13	5
" with wife and four or more children	8 "	1	11	=	15	4

Dated January 31st, 1877.

JOHN FAIRBURN,
Chairman.
THOMAS W. SMITH,
Clerk.

41106. (Chairman.) How long have you been superintendent of out-relief?—Two and a quarter years.

41107. What were you before that?—I have been since 1875 assistant relieving officer and relieving officer. I was appointed relieving officer in 1894.

Arrange-
ments for em-
ployment of
able-bodied
at Ecclesall.

41108. You have had, therefore, a lengthy experience. Did the system in operation thirty years ago of compelling able-bodied men in receipt of relief to try and do a fair day's work answer?—Yes; we are still carrying on the same system.

41109. Is that exclusively confined to breaking stones?—No, wood cutting and stone breaking, but chiefly wood cutting.

41110. Have you any men doing agricultural work?—No, we have only seventeen men in the wood and stone yards.

41111. What do the men working in the workhouse do?—They bundle up the wood and cart it out and that sort of thing; tie it up for sale.

41112. Did we not see some men working in a field or garden?—Yes, we have a very small garden attached to the workhouse.

Increase of
outdoor pau-
perism at
Ecclesall;
effect of Local
Government
Act, 1894.

41113. Until recently outdoor pauperism has been on the decrease, I think, but the amount received per head has been on the increase?—Yes, there has been a great increase; that has been on account of the adequate relief. I have a chart here showing the population and the expenditure.

41114. Has the number of outdoor paupers gone up in the last five years?—The last three years it has been gradually falling off. I have a return here for 1904, 1905 and 1906. (See Appendix No. XI. (B).)

41115. There was a rise up to 1905 and since then there has been a fall?—Yes.

41116. Has there been any change in policy in the union as regards the outdoor relief?—Prior to 1894 the guardians gave their test in every doubtful case, and now they give adequate out-relief to nearly all cases.

41117. Has that caused an increasing number of applications?—Very much so.

41118. Have you the case-paper system in use?—Yes, I have here the present case-paper, and a new one I am bringing out. (For copy of latter see Appendix No. XI. (A).)

41119. Though it gives more trouble you are strongly in favour of the case-paper system?—Certainly, I prefer it before anything else.

41120. There was a considerable rise in the outdoor relief between 1894 and 1905?—Yes.

41121. Do you think that was due to there being more distress or due to the higher rate of relief given?—We have not had that amount of distress in our division, it is a good deal residential.

41122. Enumerating the causes of pauperism, amongst others you mention the Employer's Liability Act?—Yes. Liability A

41123. Have you any figures to show that the Employer's Liability Act has operated in the direction of pauperism?—In 1897, when the Act came into force, there were 73 old men and 276 old women, last week there were 105 old men, and 372 old women, and we constantly hear from the applicants themselves that they cannot get work where machinery is in the workshops, and they have to apply for relief; that is a general statement with them.

41124. It is sometimes suggested to us that the Employer's Liability Act is quoted by the least competent workmen as a reason why they cannot get employment; is that your opinion?—It may be in some cases, but I know personally of other cases, from my own knowledge, where good workmen have had to give up work.

41125. Your impression is that this Act has rather reduced the age at which people could get work?—That is so.

41126. Is that the general impression of the other relieving officers do you think?—In my union it is.

41127. Taking your various reforms, I think those speak for themselves mostly, and we have had information which corroborates them. What is (d) "To do away with the attendance cards of children where school cards are not used"?—In Sheffield there are no school cards used generally, and when our children have to go up to have their cards marked, some of the children now and again call them pauper children, and that kind of thing, and I certainly object to it.

41128. Is it a special regulation of the Sheffield Education Committee that there should be attendance cards?—No, they have no attendance cards unless they are union children.

41129. (Sir Samuel Provis.) The reason is this is it not, that the relieving officer gets a school attendance card in respect of the children of paupers in receipt of outdoor relief in order that he may show at the audit that the child has been attending school?—That is so. I do not believe in stigmatising these children in that way.

41130. (Chairman.) Have the pauper children that go up any distinctive dress?—Of out-door paupers?

41131. These children who go up for the attendance cards, have they a distinctive dress?—No.

41132. It is alleged that they are called pauper children when they go up for these cards?—Yes, I have heard them so called myself.

41133. You would like to have one-third of the guardians elected annually?—That is so, that would assist in a continuous policy of the board. At the last two elections we have had the majority of the guardians changed. We have twenty-six guardians and fifteen new ones were returned in 1904, and it takes a long time to get used to a body of gentlemen when changes are continually occurring.

41134. Have you many phthisical cases that come to the Poor Law?—Many cases of phthisis.

41135. It is rather a common complaint?—A very grave complaint in Sheffield.

41136. It is connected in some ways with the various industries?—Yes.

41137. I suppose the cases that come for relief as a rule are rather far gone?—Very often they are too far gone when we get hold of them to do any good.

41138. Phthisis is a notifiable disease, is it not?—It is.

41139. Has that made much difference now with regard to the number of applicants?—No, I do not think the slightest so far.

Proposed
abolition of
school-atten-
dance cards
therefor.

Need of an
annual electio
of guardian
by thirds.

Phthisis at
Ecclesall, i
notification
and treat-
ment, etc.

Phthisis at
Ecclesall,
its notifica-
tion and
treatment,
etc.

41140. Do you get more information about these cases?—In what way?

41141. Since they have become notifiable?—No, not from the medical officer of health.

41142. The information which is supposed to be given has not reached the board of guardians?—No.

41143. What does your union do; does it send any of those cases to a sanatorium?—We have a small sanatorium in the workhouse hospital, but it is very small.

41144. Do you think these cases want special treatment?—I do certainly.

41145. Would you put them outside the Poor Law?—I think so.

41146. When the man was of good character?—Yes, I think where he is of good character you want special treatment.

41147. It has been suggested that people who are suffering from this illness are afraid to come forward for fear of losing their employment?—Yes I have seen men suffering from phthisis or grinders' asthma working when they should not work.

41148. That is the reason is it?—Yes.

41149. (*Mr. Booth.*) Working when they should not work for their own sake or the sake of others?—You can see the different stages of consumption or grinders' asthma starting, shortness of breath, which is one of the effects of grinders' asthma.

41150. Is it for their own sake, or for the sake of others that you make the point?—For the sake of others, I want them away from the houses where they are. I do not like children being, and sleeping in the same room where a phthisical case is.

41151. (*Chairman.*) The difficulty of these cases is the lengthy period for which they may be upon the rates?—Yes.

41152. (*Sir Samuel Provis.*) I think you have told us there are special books in use in your union which are not prescribed by the Orders, but which you have found it convenient to have?—Yes.

41153. For instance, the stoppage book?—Yes.

41154. What is a stoppage book?—The stoppage book gives the names of all the people whose relief is stopped, the reason of the stoppage being put down in the book. It is a similar book to that which they have in prisons, etc.; and it also gives the general character of the persons.

41155. Is that a book which you keep yourself, or is it kept by the relieving officers?—The relieving officers do that; there is a large book kept.

41156. Then you have a revision register, in the same way; is that a book in which the cases which are to come up for revision are entered?—That is so. Say the guardians give an order to-day for six months, then it is taken on to a page six months hence, with the date on.

41157. That, I take it, is merely for the convenience of knowing that you have the cases brought up from time to time?—Yes. We have in every case throughout the workhouse this revision going on always. It does not matter whether it is an indoor pauper, a lunatic, or anyone else; it is revised anyhow.

41158. (*Sir Henry Robinson.*) In reference to paragraph 3, which refers to the labour test yard, are all the people kept at work according to their ability, or only the able-bodied persons?—Only the able-bodied.

41159. When they came to obtain employment in this yard must they get put on the relieving officer's books; are those so employed only those who apply to the relieving officer?—That is so. They make an ordinary application, and they are sent in to the test yard.

41160. Is there any difficulty in disposing of the produce of the test yard?—No, we can always sell all we cut.

41161. I see you pay these people so much for their day's work; but you do not give any payment to the indoor people, do you?—No, only to these men. We call them journeymen woodcutters or journeymen stonecutters. They do not lose the vote without they have

actual relief from the rates in the shape of groceries and bread.

41162. If a person is put to this labour-yard, and if he declines to work in it, how do you deal with him; do you discharge him?—I have never received any report that people have declined to do the work since my appointment as Superintendent of Outdoor Relief.

41163. They always do the task which is allotted to them?—Yes.

41164. And you have no refractory people to deal with?—No, I do not have any bother with them at all. We have very few able-bodied men. Our average is only eight per week. There are no able-bodied men now in the workhouse.

41165. The infirm people, I take it, are not kept working to the extent of their capability?—No, they are not.

41166. (*Mr. Gardiner.*) In Paragraph 12, you mention Employers' the Employers' Liability Act as one cause of pauperism, Liability Act can you give us any evidence of a more detailed character a cause of upon that?—I can only give you what I get from the pauperism. people when they apply for relief. They tell me that they cannot work on account of the machinery in the shops, as the employers will not let them go where there is machinery working.

41167. Have you nothing more than that to go upon?—Only the figures I gave a few minutes ago that there was a slight increase.

41168. (*Dr Downes.*) Do you have any difficulty with Effect of this out-relief test work in regard to a man whose hands labour yard may be spoilt by the rough work?—No. We generally work on relieve in kind if we see the man cannot do the work. paupers. The superintendent of the test yard has particular instructions to report such a case.

41169. Take the case of a silversmith?—His hands are very soft, and he is always relieved in groceries and bread.

41170. With regard to your case-paper system, how do you deal with cases of medical relief only; do you enter them up on the case-paper?—Yes, just the same as any other case, and we investigate them exactly the same.

41171. You say your forms are rather different to those generally used; do you know the Sheffield slips?—Yes, I have seen the Sheffield slips. Special books and forms in use at Ecclesall.

41172. Are your forms like those?—No.

41173. Are they more extended than the Sheffield slips?—Yes. I have brought several specimens here. That is a new one I brought out the other day, and it enables one to put the particulars of six sons instead of one on one sheet (*handing in the same, see Appendix No. XI. (A).*) Here is my report, made up to last Christmas. (*Handing in the same, see Appendix No. XI. (B).*)

41174. (*Miss Hill.*) You say you would be in favour Proposed of doing away with the attendance cards of children abolition of where school cards are not used?—Yes, I should be. school attendance cards.

41175. I suppose there are means of securing their regular attendance, are there not?—I think nowadays the school officer is quite able to do that without the assistance of the guardians. I suggested to my committee that they should send a list of the persons receiving relief to the clerk to the School Board, for the work to be equally divided amongst the attendance officers, and then, if they found neglect, they could report it direct to the guardians.

41176. Do you think that would be as effectual as using the regular card?—I feel sure of it.

41177. I have often heard it said that the pauper children are really prized in the schools because of their more regular attendance?—They are. They certainly attend very regularly. Still, you would have the same check; I am sure of it.

41178. (*Sir Samuel Provis.*) There was a clause in the Education Bill of last year to get rid of it, was there not?—Yes, there was such a clause, but of course, as we know, it was not passed.

41179. (*Mr. Bentham.*) With regard to the people who are put on the labour test, are they entered on the Application and Report Book?—Yes.

41180. In counting the number of persons who are in receipt of relief, are they counted?—They are, if they are actually relieved; but if not they are simply journeymen in our eye. Question of inclusion of inmates of labour-yards in pauperism statistics.

Mr. Allan
Dearden.

18 Feb. 1907.

Special relief
books in use
at Ecclesall.

"Stoppage
Book."

"Revision
register."

Labour yard
at Ecclesall
and disposal
of products
thereof.

- Mr. Allen Dearden.* 41181. They are still on the application and report book as applicants for Poor Law relief?—Yes.
- 18 Feb. 1907. 41182. They are relieved through the labour yard?—Yes.
- Question of inclusion of inmates of labour yards in pauperism statistics. 41183. But they are not counted as paupers?—No.
41184. Has the auditor's attention ever been drawn to that?—Both the Government inspectors and the in pauperism statistics. 41185. Three inspectors, one following each other?—Yes.
41186. Are they aware that these people are not actually counted as paupers?—I believe so. The auditor checks the book. We make a certain profit on the wood, and that pays the men.
- Particulars as to labour yard at Ecclesall. 41187. It is employment relief, or rather it is employment for wages?—It is.
41188. It is under the Poor Law, the work is given in the labour test yard inside the workhouse grounds, it is paid for by the guardians, and yet these people are not counted as being in receipt of relief?—No, they are not so counted; without they have actual relief, such as groceries and bread, they do not go upon the relief list at all.
41189. Do you claim that this has, to a large extent, kept a lot of people off your books as ordinary paupers?—I am sure of it. I remember the workhouse when it was crowded. It is the same with out-relief; now we have eight able-bodied men, and we have got rid of the loafers I am sure.
41190. Do these men work by piece?—Yes, and they are paid every night.
41191. There is a limit put on the amount a person is meant to earn, is there not?—Yes, which is signed by the chairman of the guardians.
41192. According to the size of the family?—Yes. If they cannot earn it we make it up with groceries and bread.
41193. When you make up the difference with groceries and bread, is that counted as ordinary relief?—That is so.
41194. And the person immediately comes on the list as a pauper?—That is so. I say it gets rid of the single man, and it gets rid of the married man with no family, because we very seldom give them relief.
41195. If a single man can earn 5s. 9d. per week in your labour yard, which is the amount that he is allowed to earn, he may earn that, say, in how many days?—A proportion is given out each day.
41196. Would he have to come every day?—Yes.
41197. And do his allotted portion for that day?—Yes.
41198. So you really keep him there so many hours a day?—Yes.
- Regulations as to openings of, and admissions to, labour yard at Ecclesall. 41199. And to that extent you prevent him travelling the country and seeking work?—On Mondays we do not open the labour-yard until rather late on, so as to give them a chance of getting work. In Sheffield the work is generally given out on Mondays.
- Revision of indoor cases at Ecclesall and result thereof. 41200. It really does not matter whether a person is living in a common lodging-house or where; provided he makes application and has nothing to do, you give him a chance of the labour yard?—Yes, always.
41201. With regard to the order which is made by the guardians for indoor relief, that is always given for a stipulated period, exactly like an order for outdoor relief, is it?—It is.
41202. And when it expires, is the case brought again before the relief committee by the relieving officer who is responsible for it?—Yes, and he has to work the case over again, and everything else has to be brought up again.
41203. So by that system you get a revision of all your indoor cases along with your outdoor cases periodically?—Yes, always. Lunatics and everyone else are treated in the same way.
41204. It keeps all the cases alive?—Yes; we never let one drop.
41205. That is rather unique, is it not? It is not a common method?—It is not a common thing, but I think it would be better if it were.
41206. Has it been in operation long?—For two years and a half, and we have saved about £2,000 with it.
41207. With regard to your phthisis cases which have Treatment been mentioned by the Chairman, you do, I understand, of phthisis at Ecclesall. report cases that come under your notice to the medical officer of health?—Yes, we do at times. If we cannot remove them, we have to do something of that kind and so we send a notice down to the medical officer of health.
41208. There is a case that I have got the particulars of, which you notified to the medical officer of health. They tried to use what persuasion they could to induce the man to come into your workhouse hospital, but without effect. After that had been done, I suppose he remained in his own home and relief was continued in kind?—Yes, it would be continued in kind. Since that time the medical officer would be giving milk and necessaries; but it is very unsatisfactory to have two children in the bedroom where there is a phthisical case.
41209. Do you think the medical officer of health could have taken any other action in the circumstances?—I do not.
41210. You do not know what power he has, do you?—I do not know what power he has.
41211. What do you do with regard to overcrowding?—Provision I have an arrangement with the relieving officers that if against they find overcrowding or not a proper division of the overcrowding sexes, they send a printed card which they have straight at Ecclesall to the medical officer of health. They have to do that in every case where they find overcrowding or not a proper division of the sexes.
- Particulars as to labour yards at Ecclesall. 41212. (*Mr. Booth.*) I do not think I quite followed what you said to Mr. Bentham about the men who are in the labour yard. I see in paragraph 32 that the single man has to break, that is to say, I suppose, he is allowed to break?—Yes.
41213. Three tons weekly at 1s. 11d., which comes to 5s. 9d. per week. If he can do that in a shorter time, which I suppose he can, is he detained during the rest of the time?—So much is given out per day by the superintendent of the test yard, and the man can earn up to 5s. 9d.
41214. And he works slow or idles the rest of the time?—Yes.
41215. Is he not allowed out?—We do not pay till five o'clock every night. If the man has a mind to come into the yard at half-past eight in the morning, the yard is open then, and he can go to work. If he prefers to come in at ten he can do it then.
41216. When he has finished the quantity you allow him to do, does he sit and do nothing till pay-time; is that it?—That is the rule.
41217. Can they as a rule deal with the whole eight tons which they are expected to deal with, if they have a wife and four or more children?—Yes, they can do so. I have had men earn 3s. a day in the yard at wood-cutting.
41218. Yet you say that people who are not accustomed to the work cannot earn enough, and a supply of groceries and bread is given?—Yes. Those are the silversmiths and other classes, such as painters, whose hands are so soft that they cannot work an axe or a saw.
41219. So they would not be able to break the larger quantity?—No. That is a very old rule that you are reading from; it is chiefly wood-cutting that we do now, and there is very little stone-breaking done. I think there were only 500 tons of stone broken last year.
41220. Supposing they have earned the amount that is put down here, 5s. 9d. for a single man and 7s. 8d. for a man with a wife, and so on, do they still, if they have not enough, get the extra bread?—Yes; if we find any destitution at all, the relieving officer has orders to relieve any case. Some of them get over that—they generally get over that.
41221. It is done to make it up to what is necessary in order to prevent destitution?—That is so.
41222. (*Dr. Downes.*) In your report to the guardians dated January 1st, 1907, you say "Expenditure of the Minimum scale of living poor. The living of the poor is about the same as last in Ecclesall. year, namely between 4d. and 5d. per diem. Animal food has been a little cheaper, but soap ½d. per lb. dearer." Are you referring there to the poor who are not in receipt

Minimum of relief?—No; but to the poor who are in receipt of scale of living relief. We check the food. in Ecclesall.

41223. Would that 4d. or 5d. a day include all their expenditure?—It includes everything but rent.

41224. How do you check it?—We go about and ask the people to give us a list of the food and that sort of thing. I have had the food myself. I buy the tea and the sugar just to taste it.

41225. Do you verify their statements?—Yes. Mr. Bagenal, I may say, verified this last year. You will find a list of cases in the last return of the Local Government Board. We checked them all again this year.

41226. Does that sum refer to the living of an adult person?—Yes, they are all adults.

41227. Males or females?—There would be some males and some females.

41228. Of what age?—From sixty to seventy.

41229. Would that be an average?—2s. 0½d., I think, was the average in the return given in the Blue-book.

41230. Can you give us the actual items that make up the 4d. and 5d. showing the amount of animal food, bread and so on?—Yes, I will add that to this answer when I get the proof of my evidence. *For statement see Appendix No. XI. (C.).*

Mr. Allan Dearden.

18 Feb. 1907.

Dr. JAMES ALLAN, called; and Examined.

41231. (Chairman.) You are the medical superintendent of the union infirmary at Leeds, I think?—Yes.

41232. How long have you held that post?—Just, over twenty-five years.

41233. I believe you are prepared to put in a paper which I understand is one which you read before the Yorkshire Poor Law Conference in December, 1906, at Leeds?—Yes.

(The Witness handed in the following Statement.)

1. I believe venereal disease is a considerable factor in the production of pauperism.

2. I think the present arrangements for the treatment of venereal disease are inadequate and I append print of paper read by me recently which may be of interest to the Commission;—

A FACTOR IN THE PRODUCTION OF PAUPERISM.

3. In my annual report on the Leeds Union Infirmary for the year 1886, it is noted that during the year 1886, 119 cases of acute venereal diseases had been admitted, or one-fifteenth of the total number of admissions. The report goes on to say, "There is no public provision other than the workhouse for the treatment of such cases in Leeds. Smallpox excites panic almost in a community, but its ravages are confined to the individuals affected; venereal diseases produce directly and indirectly more paupers sane and insane than is generally known, and being transmitted cause much crippling and mortality in the second generation."

4. My subsequent twenty years' experience amongst the indoor poor leads me to confirm the opinion above expressed as to the importance of these diseases in the causation of pauperism.

As an attempt is now being made by the Royal Commission on Poor Law to determine with accuracy the causes of pauperism, it occurred to me when asked to read a paper before this Poor Law Conference that, as no list of causes would be complete that did not give a somewhat prominent place to venereal disease, a few notes on this subject would be opportune.

5. I do not deal with the ordinary inmates of the workhouse, I have no doubt an examination of them would show much premature debility and incapacity for work to arise from this source; my notes refer to infirmary inmates.

Patients in a Poor Law infirmary on account of these affections are suffering either from the recently acquired diseases or from the more or less remote results of it.

6. There is this peculiarity about the diseases in question, viz., that without careful and prolonged treatment, and not frequently in spite of such treatment, certain serious diseased states of many parts of the body ensue at irregular, often long, intervals after infection.

Very often patients having got over the local and more immediate effects of the complaint, and in ignorance of, or carelessness as to, the grave possibilities of their condition, do not trouble to pursue the treatment for an adequate period.

7. (a) Inmates suffering from the recent diseases.

During the past twenty-five years the number of inmates treated in the Leeds Union Infirmary for early venereal disease has been fairly constant, 120 to 140 cases annually, and an average of 16 to 20 at any one time under treatment.

(b) On admission many of them are in a very bad state, having come into the workhouse as a last resource when their condition compelled them, and having been patched up they do not stay, but discharge themselves long before they have had sufficient treatment.

Such people are a public danger before admission and continue to be so after their discharge.

(c) The State takes upon itself the duty of protecting the public against smallpox, plague, anthrax, etc., but has not made any serious attempt to grapple with this most serious disease.

(d) If the community were fully alive to its responsibility in this matter, some public provision for treatment other than the workhouse should be available.

(e) Here it may be noted that the Inter-Departmental Committee on Physical Degeneration in its report in 1904, recommended the appointment of a Commission of Inquiry into the prevalence and effects of syphilis, having special regard to the possibility of making the disease notifiable, and to the adequacy of hospital accommodation for its treatment.

8. (a) Inmates suffering from the more or less remote effects of the disease.

Many more are pauperised by the later effects of these diseases. They include sufferers from:—

(1) Ulcerated legs.

(2) Various nervous diseases:—

Insanity, epilepsy, locomotor ataxia, and other forms of paralysis. Blindness, deafness.

(3) Diseases of bone.

(4) Heart disease, and diseases of arteries.

(5) Stricture, and consequent kidney disease and hernia.

(b) An analysis of the cases of 550 adult inmates resident at the time of examination, 300 men and 250 women, shows that of the men eighty-five, and of the women sixty-four were patients on account of some sequel of venereal disease.

(c) Cases of this description are often chronic and incurable, and so tend to accumulate in a Poor Law infirmary.

(d) From an examination of the notes of 560 consecutive adult male admissions, it was found that of that number 242 had suffered from these diseases. Married people thus affected are comparatively sterile, or at any rate rear only a small proportion of their offspring to maturity. I have full particulars of the family history of fifty married men, and of fifty married women, in the above series of 550 resident inmates. The fifty men had 193 children, of whom eighty-five lived to maturity, the fifty women had 250 children, but of this number only fifty-three lived to grow up.

(e) It may be noted that of the 300 males examined, sixteen had become diseased while in the army, and appear to have been under treatment for the primary disease for much too short a period.

Venereal Disease as a Cause of Insanity.

9. The Inter-Departmental Committee on Physical Degeneration took evidence of experts on this point.

In reply to a question as to the diseases produced by syphilis, Sir Alfred Cooper said: "I should place insanity as almost one of the first things. It is responsible for a large proportion of the cases of lunacy and idiocy in our asylums." Dr. Mott, Pathologist to the London County Council Asylums, when questioned on

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Need of provision for venereal disease otherwise than in workhouse.

Pauperism indirectly caused by venereal disease.

Statistics as to cases in Leeds Infirmary directly or indirectly due to venereal disease.

Venereal disease as a cause of infant mortality.

Venereal disease as a cause of insanity.

Venereal disease as a cause of pauperism.

Annual number of cases of venereal disease treated in Leeds Infirmary.

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Venereal
disease a
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Venereal
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cause of
pauperism.

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Leeds.

Proportion
of cases
admitted to
Leeds
Infirmery
suffering
from venereal
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results.

Venereal
disease a
cause of
infant
mortality.

Difficulties
as regards
detention of
cases of
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the relation of syphilis to insanity, said that it was the cause in between 25 and 40 per cent. of the men admitted; so far as the increase of insanity is due to general paralysis, he attributed it to syphilis. In 80 per cent. of general paralytics a history of syphilis can be got.

In a recent Annual Report of the Lunacy Commissioners, venereal disease is given as the cause of insanity in 4·2 per cent. of the men, and ·9 per cent. of the women. Eight per cent. is the number given in a recent report to the London County Council.

I have no definite figures on this point, but am of opinion, after a considerable experience in lunacy cases, that the percentages given by the Commission in Lunacy are much too low.

41234. (*Chairman.*) It is an important paper, although it confines itself to one particular ailment. I gather you are clearly of opinion from your long experience that lock diseases are a considerable source of pauperism?—Yes.

41235. That is not merely a theory, but it is confirmed by the analysis of your practical experience as medical superintendent of the union infirmary at Leeds?—Yes.

41236. I understand that in Leeds the workhouse is the only place which treats these cases?—That is so.

41237. What is the effect, do you think, on other patients; do they like associating with persons suffering from this disease, or do you separate your patients?—They are separated.

41238. You have special wards, one for women, and one for men, I suppose?—That is so.

41239. You say one-fifteenth in the year 1886 of the total admissions to the Leeds Union Infirmary were cases connected with this disease?—That is so; and the proportion has been pretty much the same ever since.

41240. Then you go on to point out that this disease is not only serious in itself but that it conduces to serious diseased states in various parts of the body at irregular and often long intervals after infection?—Yes.

41241. I see that you made an analysis of the cases of 550 adult inmates of the infirmary, and the figures you give are very important. You say that eighty-five men and sixty-four women were patients on account of some sequel of venereal disease; I make out that that is about 26 per cent. ?—Yes, about one-fourth.

41242. Should you say that that was an exceptional proportion or should you think that it held good generally?—I should think for urban populations it holds good.

41243. It might be that if the union infirmary was the only place which took these lock cases, there would be a larger proportion of patients on account of some sequel of venereal disease in the union infirmaries than there would be in the ordinary hospitals?—Of course you get a number of incurable cases.

41244. Were these incurable cases?—Many of those were incurable.

41245. Then I will take your next statement, which shows that out of 560 consecutive adult male admissions it was found that 242 had suffered from this disease?—Yes; that is just an observation that I have made.

41246. As affecting the mortality of children, you have another statement which is full of significance. You took the family history of fifty married men, and you found that those fifty men had 193 children of whom only eighty-five lived to maturity?—That is so.

41247. You also took the family history of fifty married women; you found that they had 250 children but that of that number only fifty-three lived to grow up?—Yes.

41248. I suppose, therefore, you would say that this disease is one of the great contributing causes of infantile mortality?—Yes, and that it is of national importance.

41249. That being so, I assume you are clearly of opinion that there ought to be power of detention in these cases?—There ought to be some better means of treatment than there is at present.

41250. Of course the difficulty of any summary power of detention is that it might deter people from notifying the disease?—No doubt.

41251. What would you advocate? Would you say that anybody who was admitted as a patient in an in-ward of a hospital or infirmary ought not to go out till cured?—You cannot answer that question yes or no. There ought to be a period of treatment in-door followed by another long period of out-door, however it is to be effected. You would never think of detaining a person until you are satisfied that he has received sufficient treatment, because Jonathan Hutchinson says recently in "The Practitioner" that every case of syphilis should be treated at least a year, though for a considerable part of that time the patient may very well go on with his occupation.

41252. Unless you adopted some conditions of that kind, men in employment would not notify their ailment, would they?—No, they would not.

41253. But you would, I assume, in certain cases detain in hospital till cured?—Undoubtedly. It depends on the definition of "cured" which may be "until they are no longer obviously dangerous." Still you would never reckon a case of syphilis cured during any ordinary detention in a union infirmary; and there ought to be some means, whether under the Poor Law or whether under the municipal authority, of following up those cases.

41254. Would you make it compulsory on medical men to notify this disease to a public authority?—That is a subject for inquiry, I think.

41255. There are obvious difficulties about it, of course?—Yes, I think so.

41256. But you are very clearly of opinion that this is not only one of the main contributing causes of pauperism, but that it is impairing the national health?—Undoubtedly.

41257. And affects the national birth rate or rather the vitality of infants?—Yes. There are many families absolutely sterile, and in many of the cases I have gone into, although there have been large families, very few have survived to manhood.

41258. Have you come across cases where the disease has been transmitted to more than one generation?—Yes.

41259. Do you know at all what is the experience of the medical officers to the general hospitals? When this paper was read, was this paper of yours confirmed by their evidence?—I have not seen any criticism of it, but I know that the treatment of venereal disease is very unsatisfactory in general hospitals in the case of out-patients.

41260. Should you say that, as far as you know, the figures you quoted about Leeds in your experience are exceptional? I think you have said that you consider that they were about the average, as far as you know, of an urban town?—I should take it to be so.

41261. Is there anything special about Leeds which makes you think that your figures would be much higher there than they would be in any other town?—I do not know. It was stated in the public Press not long ago that, next to London, Leeds is the most immoral town in the kingdom. I do not know whether there is any foundation for that statement, but at any rate it is regarded by some as an immoral town.

41262. But a large number of these cases have been transmitted in the families, so to say?—Yes, but they are in a different class altogether.

41263. You wish to impress upon us the importance of considering this matter, and of suggesting some rules or regulations in connection with the union infirmaries for more effective measures for the detention of patients and for dealing with this disease?—Yes. I would suggest, in so far as the Poor Law authorities are concerned, that proper accommodation should be provided in the workhouse for these cases. That, I believe, is not generally so.

41264. Should it be separate accommodation?—Yes, Doubts as to that is what I mean. Further, I would suggest that the alleged power of detention should be more explicitly stated. Now, I do not think, as it is laid down in Glen's Poor Law Orders that one could safely act on the power of detention.

Difficulties
as regards
detention of
cases of
venereal
disease.

Question of
compulsory
notification
of venereal
disease.

Effect of
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disease on
infant
mortality.

Inadequate
treatment of
venereal
disease in
voluntary
hospitals.

Need of
better
provision for
venereal
disease in
workhouses.

Doubts as to
the existence of
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41265. I understand that medical officers do exercise a certain pressure?—Yes, that is so, but I think they would be in the wrong if it came into court, and I say they might get into a difficulty with it. Even in dealing with lunatics a medical officer has some trouble sometimes from a legal point of view, and I do not think these are in a different category.

41266. (*Dr. Downes.*) What power of detention do guardians and their officers possess with regard to certain cases that cannot leave the workhouse without danger to themselves or others; could you tell us?—In my own opinion none, except with regard to contagious diseases, infectious diseases, and epidemic diseases, which are notifiable. Venereal disease has never been regarded as a notifiable disease, and therefore it is not covered at all by the law; and a medical officer would be liable to an action for damages, I suppose, if he imprisoned a person.

41267. Are you aware that the Law Officers of the Crown expressed an opinion on the point some years ago?—Yes.

41268. And that their opinion was adverse to the application of the Act to cases of venereal disease?—Yes; I have never, as a matter of fact, detained anybody against their will. I have never exercised that alleged authority; I do not think it safe to do so.

41269. (*Mr. Booth.*) It is only in the primary development that this disease is dangerous to others, I understand?—It is more dangerous in that condition. That is a question that will not admit of a simple answer yes or no. In the early stages no doubt there is very much more danger; still the danger does not diminish for a considerable period. At the same time people can take precautions to avoid being a danger to others.

41270. The detention, then, in the first instance cannot cover the whole period when there is danger of contagion to others?—No.

41271. What exactly do you mean by the expression that it would be necessary to "follow up" those who were allowed out?—To continue the treatment for not less than a year in the case of syphilis.

41272. (*Mrs. Webb.*) Do you mean domiciliary treatment at the house?—Medical treatment.

41273. At the home?—They would have to report themselves, and be under some sort of supervision.

41274. (*Mr. Booth.*) Surely all that that method would do would be to see that the disease did not get worse? No following up could prevent the contagion if the man himself was not careful?—It would be a means of diffusing a knowledge of the disease, and that alone would be of some public good, the same as in tuberculosis.

41275. But the time is so long that it would be impossible to ask that they should be detained in the institution until all risk was gone?—Yes, that would not be possible.

41276. (*Mrs. Webb.*) There is a considerable section of the male population who are now medically examined by insurance companies and sick clubs, and for appointment; does venereal disease come into that examination?—Yes.

41277. Would you say that all that section of the population are examined in such a way that it would be detected?—It ought to be detected, but then knowledge of venereal disease is a thing that is not acquired in a day, and many medical men have never had the opportunities of becoming acquainted with venereal disease. There is no systematic training given to medical students in the disease, and hence many practitioners are absolutely ignorant of it.

41278. So that the doctor of an insurance company would not necessarily find it out?—No.

41279. Do you suppose that they usually find it out?—I should think so.

41280. Do you think it is desirable from the point of view of medical education that the lock wards or lock hospitals under the Poor Law should be thrown open to students?—No, I would rather suggest that there should be something established under municipal control.

41281. Would you kindly develop that; what do you mean by it?—Besides the workhouse treatment, which should be properly arranged, I would suggest that under

municipal control, either using part of the infectious hospitals or having separate lock hospitals, there should be a system of treatment, and that system of treatment should include out-patient treatment. I think the municipal authority would be the proper authority to follow up the treatment of venereal disease.

41282. How would you get the people into the hospital?—Some are physically obliged to come for treatment.

41283. Where do they go now? Do they go to the general hospitals?—They cannot get treated at a general hospital, but they get treated in a slipshod sort of way at dispensaries.

41284. And by chemists to some extent, I suppose?—Yes, and that is a great evil.

41285. You would establish these hospitals without making the patients paupers?—I would consider it the same class of case as a case of scarlet fever or small pox. You see, charitable funds cannot be used for such a purpose, and people will not subscribe for such a purpose, so the cost must be met out of State funds.

41286. Would you have connected with this municipal hospital a visiting out-patients' department—I mean to say, visiting surgeons and doctors?—My suggestion is that the staff would not see patients except at the hospitals.

41287. To go to the larger question of the general medical inspection and medical attendance of the poor, do you think it would be of any advantage to the public health to undertake a very systematic medical inspection and medical attendance of the poor, with a view to discovering preventive measures for most diseases?—I do think so.

41288. Considering there are so many infectious diseases, and so many diseases which deteriorate morals as well as physical health, is it desirable that the State should give medical attendance freely—treating it as an Education Act, in fact?—I do not know; I think the cost of treatment should be recovered wherever possible.

41289. You still think that would be desirable?—I do think so.

41290. Do you think you would get these venereal cases to come for treatment if the cost is to be recovered?—There is no doubt that would be a drawback.

41291. Do you not think that the drawback of people not coming for treatment is greater than the desirability to recover otherwise than from the rates?—That I am not prepared to answer.

41292. But you think it of the utmost importance that those people should come for treatment?—Yes, undoubtedly.

41293. And you think a new departure ought to be made with regard to venereal disease?—I do, and that is felt, I think, by medical men generally. I should like to read a note of what has been said by Mr. Lowndes, of Liverpool, a well-known man who has been connected for forty-five years with the Liverpool Lock Hospital. He says he thinks syphilis is less severe than it was forty-five years ago, but that its great prevalence is still a cause of physical deterioration, and he deplores the fact that the Government has not yet thought fit to order an inquiry into the subject. He is a man of exceptional experience in Liverpool—forty-five years' experience—and that is his feeling, that an inquiry is necessary.

41294. (*Chairman.*) What is the date of that expression of opinion of his?—It was published in a recent copy of "The Liverpool Medical and Chirurgical Journal"—in fact, this year.

41295. (*Mrs. Webb.*) Both as regards general disease and also as regards this disease, do you not think that you really bring home to an individual his responsibility by discovering his illness and treating it, more than by letting it go untreated? To make my question clear, it is often said we must not give this free because we shall diminish the sense of responsibility; but suppose that by giving it free we actually make the man aware that he has got a disease which he ought to have cured, whether it is venereal disease or any other, do you not think we increase his obligations to the State, rather than diminish them, and increase his sense of responsibility?—I am afraid I cannot answer that question

Dr. James Allan.

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Proposed provision for venereal disease by sanitary authorities.

Advantages of greater medical inspection of the poor.

Question of gratuitous medical relief.

Mr. Lowndes' opinion as to prevalence of venereal disease.

Dr. James
Allan.

18 Feb. 1907.

Provision
of lock
hospitals by
the sanitary
authority,
and
difficulties in
connection
therewith.

41296. (Mr. Bentham.) Would not your recommendations depend upon having compulsory notification of this disease?—Not necessarily, I think.

41297. How would the local authority become aware of the cases? Would you leave it just haphazard as it is to-day?—That is a matter for inquiry, but, as I say, some people are bound to have treatment and cannot get along without it—they have arrived at the stage when they must have treatment.

41298. If lock hospitals are provided by municipalities the application would be made to those hospitals for admission by the people who are suffering?—Yes.

41299. Instead of to the Poor Law?—Yes.

41300. And the cases that you would come across under the Poor Law, which were being treated probably for some other ailment, but which were found to have this disease, you would transfer to the municipal authority for treatment, would you?—Not necessarily.

41301. Would you treat some under the Poor Law then as now?—Yes, I think so.

41302. If you treat them under the Poor Law, you would have both authorities dealing with the same thing; do you think that would be any detriment at all?—I do not think it need necessarily clash.

41303. Who would follow up those cases for home treatment, after the discharge from the Poor Law hospital?—That is, of course, a rather difficult point. I do not think the Poor Law authority has quite the prestige of the municipal authority, and I think it would more properly come within the province of the municipal authority.

41304. The district medical officer could follow up those cases, could he not, and there is no officer under the municipality analogous to the district medical officer of the Poor Law?—That is so.

41305. Would it be advisable for the district medical officer to follow up those cases?—I take it that the cases would be treated as out-patients, and they would attend the hospital as out-patients. I do not think they would want medical officers to visit them.

41306. You would not have an outdoor medical, system then, under the municipality?—I think it would not be necessary.

41307. Would you not refer them to some medical charitable institution to be treated as out-patients?—No. I do not think you quite understood my point. I say the out-patient department would be under the municipality, but they would not require visiting medical officers, because the patients, I contemplate, would attend at the hospital and report themselves there.

41308. That is, they would attend at the lock hospital under the municipality?—Yes.

41309. Within workhouse hospitals do you recommend separate wards for this purpose, where these patients could be kept apart from the other patients?—Decidedly.

41310. What is your reason for that?—It is rather more difficult to say why they should not be separated.

41311. Medical men differ on this point, do they not?—I never heard of there being any doubt on the point of separating recent cases of venereal disease, in fact the other patients would not at all like to be associated with them.

41312. (Dr. Downes.) Have you had to make special provision and accommodation at Leeds for this class of cases?—Yes, we have provision, but it is not sufficient.

41313. Have you extended it at all of late years?—A little.

41314. Do these people come to the Poor Law mostly for the sake of medical treatment, or for ordinary relief?—Many of them in the first instance, that is to say the recent cases, are pauperised by the disease; they are otherwise able-bodied, but they are pauperised by the disease.

41315. They wait till they are pauperised, you mean?—Yes, till they are absolutely unfit to work.

41316. In your analysis, did you take into account how many were in a contagious stage of the disease; could you give us the proportion in round numbers?—The analysis of 500 adult inmates refers to people in the ordinary wards who are past the infectious stage.

41317. You say that eighty-five men and sixty-four women were patients on account of some sequel of venereal disease?—Yes.

41318. They would be past the infectious stage?—Yes.

41319. Were there none in the infectious stage?—No; I exclude them. There are always from sixteen to twenty in the acute stage, and I do not include those in that analysis.

41320. Would that be about the proportion of those who would be in the acute stage?—Yes, about twenty.

41321. You say that these cases do not go to the general hospitals now; do you regard that as a serious drawback from the point of view of medical education?—Yes, undoubtedly.

41322. What would you suggest to meet that lacuna in medical education?—I think the establishment of lock hospitals in some shape or other. The objection to having them in connection with the general hospital is that donors do not like their charitable funds used for that purpose, and many would not allow it.

41323. Would you bring medical instruction to the Poor Law infirmaries?—I see no reason why they should not be used for that purpose.

41324. You have had a long experience?—Yes.

41325. And you see no reason why Poor Law infirmaries should not be used for medical instruction?—No.

41326. Would you base that view on other grounds than instruction in venereal disease?—Do you get there classes of disease that are not taken into general hospitals nowadays?—Yes. I think medical men, students at a certain stage, could usefully spend some months in an infirmary and visiting our people.

41327. Just to amplify what was said about the legal powers of detention, I think the original power was under the 30 and 31 Vict., C. 106, Sec. 22; and the wording of that is: "When there shall be in any workhouse a poor person suffering from mental disease, or from bodily disease of an infectious or contagious character, and the medical officer of such workhouse shall upon examination report in writing that such person is not in a proper state to leave the workhouse without danger to himself or others, the guardians may direct the master to detain such person therein," and then it goes on that "if the guardians be not sitting the master of the workhouse may, until the next meeting of the guardians, detain him therein"?—That is permissive; it is "may."

41328. That was passed in 1867, I think?—And it has been acted upon.

41329. That was before any question of the notification of disease came into account, was it not?—Yes.

41330. You yourself, I believe, have acted upon that before notification came into account, have you not?—Yes.

41331. What do you do with cases of *delirium tremens*?—They are treated as lunatics.

41332. Have you any special power of detention of cases of *delirium tremens*? I may refer you to the Lunacy Act of 1890?—I think under that Act you can detain them for fourteen days.

41333. I think under the Lunacy Act, 1890, the section I have just read out was repealed, except as regards persons suffering from *delirium tremens*, or from bodily disease of a contagious or infectious character; is that not so? My point is that that section is repealed partially, but only as regards mental disease, and that there is nothing in it about its being notifiable, and I do not quite follow you in your reference to the disease having to be notifiable?—The duties of the medical officer are laid down in Article 3 of the General Order of 1879, which does not mention venereal disease.

41334. Would an Order of the Local Government Board override a Statute?—I am afraid I could not answer that.

41335. Should you expect it would?—No, perhaps not. But I think medical officers have to be cautious. They must not forget number one, and the responsibility which lies on them. I would not like, unless there was something far more definite, to run the risk of detaining a person suffering from venereal disease.

Need of
separate
provision for
lock cases in
workhouses.

Figures as to
cases in Leeds
Infirmaries
directly or
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disease.

Figures as to
cases in Leeds
Infirmaries
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due to
venereal
disease.

Power of
detention
of infectious
or contagious
disease in
workhouse.

Power of
detention
of *delirium
tremens* and
measles.

power to
main cases
of infectious
diseases in
workhouse.

41336. What would you do in the case of a child in an infectious stage of measles, if the mother insisted on taking it out?—I think I should reckon myself to have power to detain.

41337. You think you would have power?—I think so.

41338. Is measles a notifiable disease?—Yes, it comes under the category—it is notifiable in some districts.

41339. Is it notifiable in Leeds?—No.

41340. But yet you think you would be able to use that section in the case of measles?—I think so.

41341. Although it is not notifiable?—Yes.

41342. Are you aware of any medical reason why venereal disease should be exempted from the operation of this Statute?—Not any.

power to
main cases
of infectious
diseases in
workhouse.

41343. (*Sir Samuel Provis.*) That Order which you refer to is merely, is it not, an Order making it the duty of the Poor Law medical officer to give notice to the

medical officer of health in certain cases of infectious disease?—Yes. *Dr. James Allan.*

41344. Therefore that does not affect, does it, the power of the medical officer of a workhouse to retain cases in the workhouse under the section to which Dr. Downes directed your attention?—I think it does. I look upon this Article in the Order of 1879 as defining contagious disease. *18 Feb. 1907.*

41345. That was not the intention of it at all; the intention of the Order of 1879, surely, was to give information to the medical officer of health?—And incidentally to define contagious disease. *Power to detain cases of infectious or contagious diseases in workhouse.*

41346. No—merely to say that it was the duty of the Poor Law medical officer to give information to the medical officer of health for sanitary purposes. The other section had been in force for years before that; is that not so?—Yes, and it has been acted upon, but still it does not appear to be very definite.

The Rev. WILLIAM BLACKSHAW, called; and Examined.

41347. (*Chairman.*) You have been for some years, I understand, connected with the Croft House Settlement in Sheffield?—Yes, for about four years.

41348. Previous to that had you any knowledge of Sheffield?—I have been a minister in Sheffield for about eight years.

41349. I think you have prepared for us a paper which gives the result of your experience?—Yes.

(*The Witness handed in the following statement.*)

CHIEF CHARITIES IN THE NEIGHBOURHOOD.

to House
Settlement
and its
operations.

1. *Benevolent Fund of Croft House Settlement.*—No money is given, except under special circumstances, and then only when the history and character of the individual applying for help are well known. Money has, for example, been given to prevent bailiffs from seizing furniture for arrears of rent. In one or two cases when this has been done the whole sum has been repaid.

The method adopted is to make an arrangement with a local provision dealer to honour notes with my own signature.

Application is usually made to me in person at my office. The people who apply are mostly residents temporarily out of work or in short work. There are a number of hawkers in the neighbourhood; bad weather and scarcity of money among their usual customers often brings them to me.

This fund is administered very carefully and only when the people who apply for help are in temporary need.

No preference is shown to the adherents of any Church.

Vincent
Paul
and.

2. *The Fathers of St. Vincent de Paul*, whose presbytery is in the neighbourhood, have a similar fund to my own, which is administered in a similar manner. Tickets for coal and groceries are issued, but only to practising Roman Catholics.

St. Luke's
Parish Fund.

3. *The Vicar of the Parish of St. Luke's*, in which this Settlement is situated, has a benevolent fund. It is administered in a similar manner to my own, and is on a broader basis than the Catholic fund. The vicar will help those he regards as deserving cases, apart altogether from the fact whether they are actual or prospective members of his congregation.

EFFECT ON RECIPIENTS OF CHARITY AND POOR LAW OUT-RELIEF.

Effect of in-
discriminate
relief.

4. It is difficult to make an exact statement on this point. A good deal depends on the method of charitable relief.

5. If it is careless, emotional, indiscriminate, it is thoroughly demoralising and harmful. People come to think that impudence and persistency in begging ensure a comfortable living without work. For example, a hawker will say he is out of work simply because he has not started work. If he thinks he is likely to be successful he will ask you for help and so save himself the trouble of working for a day. He is his own employer. He begins and ends his day of work when he chooses; that is, when he has enough for lodgings and food and renewal

of stock. Charity in this case makes a man lazy. He gets up late, loses energy, and is almost always intemperate. *Rev. William Blackshaw.*

6. If, on the other hand, charity is administered after careful and thorough examination (which of course takes much time and trouble) and is given always with a view of helping those who receive it to be independent of it, it inspires energy and hope. It must, however, be adequate to necessary needs, i.e., it must be adequate to efficiency. *18 Feb. 1907.*

7. Poor Law out-relief has always the advantage of the thorough and accurate investigation of a trained expert, the relieving officer, whose knowledge of the history and needs of individuals and families is usually exhaustive. This officer is rarely deceived. *Value of investigation by relieving officer.*

8. It is, however, in my judgment, in most cases inadequate. It keeps people in a pitiful and miserable existence. For example, a widow left with a young family cannot get enough out-relief to attend properly to her family. She must leave her children for the whole of three or four days a week during which she goes out washing or charring. She leaves home early and comes back late. The children are neglected and, if they are old enough, run wild. Infants are not properly fed, as she cannot take a baby with her. Neighbours may be kind, but they have their own children to look after. The lot of such children is deplorable, and their chance of becoming decent men and women is remote. I have known cases when children of widows have been simply left in the street until evening, to live as best they can. *Inadequate out-relief and its effect on widows and children.*

CRITICISM OF POOR LAW METHODS.

9. I have found relieving officers and guardians to be considerate and humane. They do their utmost within the limits defined by law. *Humanity of relieving officers and guardians.*

10. My criticism will be confined to one point:—

The offer of the "House" when poverty is due to accident, or misfortune, or unemployment following from industrial change or commercial stagnation. This means the break-up of a home, the distribution or sale of furniture, the loss of self-respect and hope. Leaving out of view those who are inefficient or permanently disabled (by infirmity or old age), there are the young and the capable, who are liable to the above chances. By going in the House such become a greater charge to the community, and for a longer period of time than would be the case if they were temporarily helped until they became industrially efficient or until trade became more buoyant. I think the danger of the present method is to turn a temporary misfortune into a permanent one. *Objections to indoor relief to able-bodied in certain cases.*

11. *Extent of co-operation between charity and the Poor Law, and the possibility of its extension.*—In my capacity as minister of a church I know of cases in which women (widows mostly) are in receipt of small monthly allowances from a fund raised by collections at sacramental services. The amount they receive is 2s. 6d. per month. Some of these women also receive out-door relief. There are also Mothers' Meetings in connection with the women's *Charity in supplement of out-relief.*

Rev. William Blackshaw. 18 Feb. 1907.

churches and chapels, and money is occasionally given there to those who receive grants of bread and money from the guardians. At Christmas time special grants are made, nearly always in kind, to the most needy cases.

Need for intercommunication between guardians and charities.

12. There is a need for a method by which the guardians and the benevolent people in the Churches should know what each is giving. At present there is ignorance and uncertainty. I have known cases of women who have been members of several Mothers' Meetings and have derived financial benefit from them. There is at present no means by which the guardians can be made aware of this in their distribution of out-relief.

13. The possibility of extension of co-operation is great, but it depends on thorough knowledge on both sides (Charity and Poor Law relief). Co-operation is made difficult by the fact that so many Churches and charitable institutions act within a given area in entire ignorance of each other's proceedings. The result is that often the least desiring cases get the most help.

Proposed local registers of charities; charity should not bar out-relief, need of more co-operation between charity and Poor Law.

14. The first step towards effective co-operation is a registration of all charitable gifts within a defined area.

Then the fact that a person was receiving charitable help from a Church or a society (providing the nature and extent of it were known) should be no barrier to supplementary help from the Poor Law. This co-operation might enable a widow or an aged couple to continue in their home, and so be only a small charge on the community (as far as out-relief is concerned). Within the Churches—I speak now of the Nonconformist ones—great efforts are made to preserve adherents and members from going into the House. Occasionally they go in when sickness makes adequate nursing imperative. I think this co-operation might be extended and placed upon a more thorough and systematic basis.

Difficulty of substituting charity for out-relief.

15. The possibility of substituting charity for out-relief.—I doubt the possibility of this in the present disorganised state of charity. There is not a sufficient supply of voluntary helpers at present to completely overhaul the congested districts of a great city. Many really deserving people seem to hide themselves to escape notice. They are difficult to find, and when they are found are reluctant to give information about their circumstances.

Development of City Guilds of Help.

16. The movement known as the City Guild of Help in a few of the northern cities aims at organising helpers so that exact knowledge may be obtained of the circumstances of the people, and so that the sources of charity may be available for needy cases that are not yet in receipt of Poor Law relief. This movement is in an experimental stage, but it may be able to show us how far charity may by proper organisation reduce the need of out-relief. If it were possible to divert to some public fund or funds the indiscriminate alms of benevolent people, an immense sum, which is now, I fear, wasted, would be available for wise and adequate charitable relief.

Waste of indiscriminate charity.

ACCOUNT OF OPERATIONS, SUBSCRIPTIONS, BENEFITS, ETC., OF FRIENDLY AND OTHER SELF-HELP SOCIETIES.

Congregational Sick and Funeral Society and its operations.

17. Garden Street Congregational Sick and Funeral Society.—I am only able to speak (from direct personal knowledge) of the operations of a sick and funeral society in connection with this settlement, and which has been in existence for thirty-five years. The settlement is not responsible in any way, neither does it control the management. The society was founded when the settlement was a Congregational Church, and it retains the old name—Garden Street Congregational Sick and Funeral Society. I am the president, but the president, vice-president, treasurer, and secretary are elected by the members at the annual meeting.

18. The Committee of Management consists of ten, including the above officers, and six members taken in rotation from the book of enrolment.

19. Those wishing to join this society must not be under eighteen years of age, nor over thirty-five years, and must reside within six miles of the parish church of Sheffield. They pay an entrance fee of 1s. The contributions are made weekly, from eighteen to thirty years of age, 3d.; from thirty to thirty-five, 3½d. In addition to this every member pays 6d. on the death of a member, on or before

the fourth club night following the notice of payment. Congregational Sick and Funeral Society and its operations. This last payment goes to the funeral grant. A member may have two shares in the society, but not more than two. In this case his contributions are double, but not his payment for a funeral.

20. The benefits are as follows:—Should any member have been in the society six months, and fall sick or have an accident, he receives 5s. a week per share for thirteen weeks; if the illness continues he receives 2s. 6d. per week per share for thirteen more weeks.

21. At the death of a member or his wife the sum of £10 is paid, provided the member has been in the society at least six months. Members who have been in the society fifteen years or more are entitled to £15 funeral benefit, the extra £5 being taken from the reserve fund.

22. The reserve fund is constituted by a payment of 1s. a year by all members.

23. The secretary receives a salary of 6d. per annum for each member placed on the books.

24. When all these charges and payments have been met, the balance of the funds of the society is paid as a dividend to all the members annually on the second Tuesday in May.

25. The society may issue loans of £1 and 10s., at the rate of 1s. per £, repayment to be made by instalments of 1s. per week for £1, and 6d. per week for 10s.

26. Members who desire loans are required to give a stamped promissory note for the amount, together with interest, which must be signed by another member as surety.

27. This society has a membership of 768.

POSSIBILITY OF PROVIDING FOR OLD-AGE PENSIONS BY FRIENDLY SOCIETIES.

28. I cannot speak with any special knowledge on this point. The superannuation fund of a friendly society is usually a separate fund from its ordinary benefit funds. The extra contributions for an old-age pension would be voluntary. Condition for provision of old age pensions in friendly societies.

29. If membership of a friendly society were compulsory and payment into the superannuation fund of a society also compulsory, then old-age pensions might be provided for in this way. I do not see, however, that it would be possible to confer these powers.

30. It will be mentioned below that some Courts of the Order of Foresters do make contributions to an old-age pension fund obligatory for membership. Compulsory contributions to old age pensions in friendly societies.

EFFECT ON FRIENDLY SOCIETIES OF:—

(a) Free Medical State Relief.

31. It would depend on whether the society provided medical aid as part of its benefit. Some societies do, as, for example, the Oddfellows. There is, however, a growing dislike for this, as people have the impression that the medical aid provided in this way is less satisfactory than when they pay for it directly themselves. Effect of free medical State relief and voluntary hospitals on friendly societies.

32. Free medical State relief would tend to lower the subscription of societies that included medical aid in their benefit.

33. I do not see that it would make any difference in the cases of those societies that provide no medical aid, as, for example, the Independent Order of Free Gardeners.

(b) Voluntary Hospitals.

34. I have little further to add on this point to the above note.

35. If the hospital accommodation were adequate and in and out-patients' tickets and medicines could be obtained without difficulty or delay, some friendly society would probably drop medical aid work, which would reduce the subscriptions of the members.

36. On the other hand, there are many people who dislike hospitals and prefer to be treated at home. Some societies would doubtless meet this demand and continue a medical benefit. In this case I do not see that voluntary hospitals would make much difference.

Provision of old age pensions by existing friendly societies and effect of State old age pensions on friendly societies.

(c) *State System of Old-age Pensions.*

37. There are nine or ten courts of the Independent Order of Foresters in Sheffield in which the members who have joined after a certain date are obliged to contribute for old-age pensions. This is a condition of membership of the court. There are other courts in which there is no old-age pension or superannuation fund. I think, therefore, that a State system of old-age pensions might discourage some from joining a friendly society at all, or it would compel individual courts who now make an old-age pension obligatory to make it optional.

(d) *Freely-given Poor Law Out-relief.*

Effect of lax out-relief on friendly societies.

38. The effect of this would probably be to encourage the careless and improvident not to trouble about joining a friendly society.

CO-OPERATION BETWEEN FRIENDLY SOCIETIES AND HOSPITALS.

Co-operation between friendly societies and hospitals.

39. Some courts of friendly societies contribute annually to the funds of the local hospitals and receive so many in-patients and so many out-patients' letters. These are given to the members of the court in cases of necessity. This is a great advantage to members, who otherwise might have some difficulty in obtaining "Letters."

This might be extended by further contributions to the funds of hospitals.

EFFECT OF OUTDOOR RELIEF AND FRIENDLY SOCIETIES ACTS, AND EXTENT OF ACTION UNDER THEM.

Meagre use of Outdoor Relief (Friendly Societies) Acts.

40. I have been told by a prominent friendly society official, who has also been a guardian, that in his experience only three cases have come up in which the guardians have been asked to supplement with outdoor relief a friendly society pension.

QUESTION AS TO PROGRESS OF FRIENDLY AND THRIFT SOCIETIES.

Progress of friendly societies.

41. I have made some careful inquiries on this point and I find that the older friendly societies are not as popular as they were ten years ago; but that the sick and divide societies are growing in popularity. The reason of this is fairly obvious. The members receive back again as a dividend annually the balance, after sick pay and management expenses have been deducted. This means, in cases where there is no reserve fund, that the new financial year is commenced with only a few shillings in hand. A sudden run on the funds of such a society in the first quarter of a financial year might be very embarrassing to the management.

PENSION SCHEMES OF PRIVATE FIRMS.

Old age pension schemes of private firms.

42. *Note.*—Some of the big firms, e.g., Messrs. Walker & Hall's and J. G. Graves, have old-age pension schemes for their employees. I could obtain details of these schemes if required. The principle is, I believe, that so much per cent. is deducted from wages and so much per cent. added by the firm.

I add this as a note, but I have no exact information.

Comparative merits of out-relief and charity.

41350. (*Chairman.*) I suppose you would say that if charity is badly administered it has as detrimental an effect upon the recipients as outdoor relief?—Yes, I should.

41351. Therefore Poor Law out-relief has the advantage over the distribution of charity that it is associated with a competent officer whose business it is to make inquiries?—Yes.

Inadequate out-relief and its evils.

41352. You say that in your judgment the out-relief given is often inadequate?—Yes, it is.

41353. Would you go so far as to say that that is so in most cases?—Yes, I am afraid my experience rather confirms that, but my experience is not a very large one.

41354. With the Sheffield Board of Guardians, I believe that the prevailing practice is to give rather a higher relief than is given in the neighbouring unions?—I am not aware of the comparison between them, and I am not aware that it is higher in Sheffield than in other places. I am looking at it more from the point of view of the people themselves.

41355. In your statement you point out the evils of the inadequacy, particularly when it is associated with a widow who has a young family?—Yes, I have had

several cases of that in my own experience, and I thought I could speak upon that more definitely.

41356. Your idea, I suppose, would be that a young widow should get relief which should be sufficient to dispense with her getting work, and should enable her to look after her children?—Yes.

41357. Have you had any experience as to what the effect of married women working in the factories is on the family?—Yes, I have had a little.

41358. What would you say of it; should you say it was bad?—It is bad, especially just before and after confinement. I have known cases where a woman has tried to work within three weeks of her confinement, and has dropped pretty nearly dead, and died shortly afterwards.

41359. Would you say that it has resulted generally in ignorance of domestic knowledge and housekeeping on the part of the women?—It leads to an anxiety to start work as soon as possible immediately after the confinement.

41360. It has been alleged rather that factory life has this effect, that they do not understand housekeeping?—That is so, but the particular case I have in my mind is that of a woman who started work too soon.

41361. As regards co-operation between charity and the Poor Law, you think there is room for a good deal more effective co-operation than at present exists?—Yes, I do.

41362. If co-operation is to be effective, you point out as a necessary preliminary that there must be a knowledge of, or registration of, the charities within the area?—Yes.

41363. I suppose you find great reluctance, on the part of a good many charities to conform to that?—Yes, I do, though the clergyman in my immediate neighbourhood seems very anxious to co-operate with me in that matter, and I think generally speaking the clergy are rather anxious to do so.

41364. What is the history of the settlement to which you are attached?—It arose from an old Congregational Church that had been at work in this particular locality for about 100 years. The ordinary sort of people who go to a Congregational Church had left that neighbourhood, and the neighbourhood had become what we commonly know as a slum, and no one would support this church. It was left stranded, so to speak, and another church, of which I happened to be the minister, took over the property and adapted it for social work in the immediate neighbourhood.

41365. Then you have no endowment?—None whatever.

41366. Do you take in people?—No, not in the sense of housing them.

41367. It is really a centre, I suppose?—Yes, it is a centre like Oxford House and Mansfield House in London.

41368. You have a number of classes at work?—Yes, educational classes, clubs and all sorts of things.

41369. I suppose you work very much amongst the class just above the Poor Law?—Yes, amongst the people just above and who are slipping into it, or who are just on the verge of it, and those that are practically within the grip of it.

41370. I suppose some of the people you come in contact with in your work are in receipt of out-relief?—Yes.

41371. It has been suggested to us by various witnesses that there should always be a committee representing charities and work such as you are doing, associated with every out-relief committee, the idea being that charity should deal with the cases before they come on to the Poor Law, if possible. Do you think that is a practicable scheme; for instance, in Sheffield do you think you would be able to construct an effective organisation of that kind?—I think it would be practicable. If the clergy and ministers and those who represent charitable relief were to co-operate with the relieving officer in a given district, and were not to give anything away without registering it in a common book, so to speak, I think it would be of immense advantage.

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Relief of widows with children.

Effect of factory work on married women.

Need of more co-operation between charity and the Poor Law.

Proposed registers of charities.

Origin and operation of Croft House Settlement.

Proposed local charity committee and registers of charitable gifts, and difficulties in connection therewith.

Rev. William Blackshaw. 41372. It has been pointed out to us that the weak part of the present Poor Law system is that it does not help people as they are falling, and that they have to be practically destitute before it can help; do you think that an organisation of this kind would be useful in dealing with that class of case?—Yes, it would be useful in preventing them from slipping down below a certain level.

18 Feb. 1907. Proposed local charity committees and registers of charitable gifts, and difficulties in connection therewith.

41373. It is a question rather of funds, is it not?—Yes.

41374. If you want an effective organisation of that sort you must be in receipt of certain funds, not, I suppose, exactly of an assured income, but you must be able to get from time to time money when you specially want it?—Yes.

41375. What is your view about that? Do you think the money would be forthcoming?—I think so, if we could only persuade people not to give their shillings and half-crowns indiscriminately. In the churches and chapels there are funds always available.

41376. What do you think would be the effect of having a committee like this which would be really an auxiliary or an advanced guard, so to speak, of the Poor Law? Do you think it would prevent people subscribing to those charities, because a man might say, "I pay my poor rates"?—I think they would be disposed to subscribe if they thought it would save people from being pauperised or from becoming paupers.

41377. In Sheffield there are a great many humane and charitable agencies at work, are there not?—Yes, I should say there are.

41378. And a great many people who are ready to give up their time to such work?—I hope so. We have a City Guild of Help, of which perhaps you may have heard; and at present we have only got 300 or 400 out of the necessary 1,300 helpers.

41379. I suppose you are mixed up with that?—Yes, I have been mixed up with it. I have retired now the thing is floated; but I had a good deal to do with the organisation of it.

41380. Should you say that sickness is frequently the cause of pauperism?—I should say so, but I do not know whether I have quite enough knowledge on that point to speak definitely.

41381. Would you say that there is any reluctance now amongst the poor to go to the medical officers of the Poor Law for assistance because these officers are connected with the Poor Law?—Not because they are connected with the Poor Law. Some people have got an impression that they are treated in rather an off-hand sort of way, but I think that is quite a mistake; they think they do not get the proper attention, because he happens to be a Poor Law doctor, and is not paid by them. I do not think this is a fair criticism, and I think they are generally treated very well.

41382. You are not sure, are you, whether the friendly societies are at all affected by the policy of the board of guardians?—No, except in very few cases—I have only known one case. I am afraid I have no definite knowledge of any value.

41383. What should you say about the agitation for old age pensions? Do you think that has at all a detrimental effect on thrift, by discouraging people to provide for themselves?—I do not think so; but it is rather difficult to speak exactly on a point of this kind.

41384. As far as you know there are no societies which provide old age pensions on any considerable scale in Sheffield, are there?—No. The Foresters, I believe, do it; and so do some of the other friendly societies. It is a small pension, and I am not quite sure what the amount is.

41385. Apparently from your statement the number of those who attain these pensions is very small?—It is comparatively small.

41386. Then you have a system of old age pensions in Sheffield in connection with some of the big firms?—Yes.

41387. I suppose in those cases, if a man leaves his employ he loses his chance of a pension?—I believe so, but I am not quite sure what the arrangement is.

41388. Does he get a refund?—I think he gets a refund of a proportion of the amount that he has paid, but I have

not any definite knowledge. I think these firms rather keep it to themselves.

41389. What should you say was the feeling amongst the class you work amongst? There is not much desire, is there, to insure so as to receive an annuity in old age?—No, I am afraid not; I do not think they see quite far enough ahead for that.

41390. We are told that to insure for a payment at a certain age of a certain sum is much more popular than to provide for an annuity?—I have not met with this.

41391. Your evidence really amounts to this, that you think the Poor Law is deficient in preventing people from becoming paupers, and that this fault may be remedied by the association of organised charity with the Poor Law?—Yes.

41392. (*Mr. Phelps.*) Have you any experience of the results of Poor Law education on the children who have been brought up in Poor Law schools?—No, I have not. I have visited the Sheffield Homes and seen the children there; but I have no further knowledge.

41393. You have no experience of how they turn out?—No, I have not.

41394. Do you find that gambling is a great source of pauperism?—Yes, I do.

41395. Can you give any reason for its growth?—No, with the exception of the monotony of people's work, and the desire for some relaxation in the evenings. Then the very hard conditions of labour with the Sheffield grinders, who sit from eight or nine hours over a wheel, tend to wild excitement at night, of any kind.

41396. Is that still a very hazardous employment?—A good many people of my acquaintance within the last four years have died from the grinders' complaint, through inhaling little bits of the wheel and little bits of steel.

41397. Is it not guarded against?—Not to my knowledge.

41398. Do you think a knowledge of that has an effect upon people's lives?—I think so, from the short experience I have had. It makes them want to drink hard.

41399. (*Chairman.*) And does it make them reckless?—I am told that inhaling all these small particles produces a frightful craving for drink.

41400. They are bits of stone, are they not?—Yes. It tears their lungs to pieces, and if they are at all given to drinking it finishes them off very quickly.

41401. (*Mr. Phelps.*) Do you think if the material conditions of life could be improved, that it would have a considerable effect upon the pauperism of Sheffield?—I think it would.

41402. What direction would you wish that to take?—Shorter hours for one thing, if possible, and a higher standard of education, giving them tastes to spend their time on something higher. They do not know how to amuse themselves if they get a day's holiday. I think the rational amusements that are now provided in the settlements, for instance, billiards, and opportunities of meeting people of a higher type and of fraternising and having friendly intercourse with them, all tend to raise them. I have seen a lot of men become steady under those influences.

41403. Do you think the housing question is an important one?—I do.

41404. Do you find the Sheffield by-laws put into operation with regard to housing?—Not entirely, I should say.

41405. Have you ever had much experience yourself? Have you reported cases?—No, I have not reported cases.

41406. Do you know how far inspection is carried out?—No, I cannot say that I have not observed it.

41407. In the course of your work do you come across cases of overcrowding?—Yes, I do.

41408. Have you come across any cases of consumptive people living with their families?—Yes, and cases of families increasing. They may have been inspected at one particular time, but then perhaps four years afterwards the condition of overcrowding comes in, even in the flats under the Corporation. People live for a few years in two rooms; they were all right when they

Popular unwillingness to insure against old age.

Defect in Poor Law and proposed remedy.

Gambling a cause of pauperism, and reason therefor.

Deaths from diseases of occupation.

Improvement of material conditions would lessen pauperism of Sheffield.

Rational amusements, etc., as a remedy for pauperism.

The housing question at Sheffield and extent of inspection.

Question of deterrence and quality of medical relief.

Effect of State old-age pensions on thrift.

Old age pensions provided by friendly societies.

Old age pensions provided by private firms.

Sheffield City Guild of Help.

started and there was no overcrowding; but as time goes on, they get into the condition of overcrowding, and it is very difficult for the Corporation, or any other landlords, to keep them moving.

41409. Do you find any change coming over the home life of the people? Do you think the home life is as strong as it was?—I am afraid not.

41410. What would you say is the cause of that?—For one thing the fact that people perhaps have had two rooms to live in, and the man and the elder children, as soon as they can get out, cannot possibly stop in. There is washing and scrubbing and the younger children to be bathed, and there is food about; perhaps there is a bed in the living room. I have in my mind now quite a number of tenements of this kind. There is no comfort in the place at all, and if on a winter's night they sit by the fire they are pretty soon told to go outside. The chances are they have nowhere to go when they do get outside, unless there are clubs provided for them; these are being provided now by the people in the churches.

41411. Do you think the responsibility of children with regard to their parents, from the Poor Law point of view, has been weakened by it?—Yes, I should say so.

41412. And that there is a weaker sense of the duty of supporting them?—I think there is very little feeling of that among the children—very little indeed.

41413. Take it the other way; what would you say as to the duties of the parents with regard to their children?—I should say there is very little feeling of that. I am afraid that is getting weak too. It is an extremely difficult problem.

41414. Do you think parents are more willing now than they previously were to be separated from their children, and to allow them to be sent to a workhouse school; do you think there is a decay on that side?—Do you mean a decay of their natural affection for their children?

41415. Yes?—I think it is a little difficult to answer that positively, but I am inclined to say that they would not care very much, judging from the way I have heard them speak of the death of children as though it was rather a bit of good luck.

41416. It has been put to us that if the State education of children were improved or extended much further, parents would be greatly tempted to put their children entirely on to the State; do you think that is a real danger?—Yes, I should say so.

41417. Natural affection would not counteract that?—No, I am afraid not. You see, sometimes they have so many children. A man working for me had twenty-four children and seventeen of them were living, and he told me that they never came to see him unless they wanted something.

41418. Are early marriages prevalent in Sheffield?—Yes. They are encouraged by the hire system of furnishing; you can get a houseful of furniture for a sovereign and so many other payments.

41419. Among the class of people that you work amongst is there any provision for single men or single women; in other words, is it possible for them to remain single, so to speak?—Yes.

41420. In what way?—A young man would have to share a room with perhaps two or three younger brothers, and he would be expected to pay a good proportion of his wages to his mother. In some cases the father gets a little slack under those circumstances, and the elder boy begins to think that the father is depending upon him. That rather encourages him to get married too soon. But it is the hire system of furnishing which I think is a very terrible danger. I have known a case of a young fellow furnishing under those circumstances and paying a sovereign for the first week's or the first month's payment, and not having another sixpence to pay for the stamp for the contract—it requires an extra sixpence for the stamp. He has not had that sixpence, and yet he has married and pawned his credit for the rest of his life.

41421. Have you any number of single people living in lodgings outside their families?—Not any great number, but I have some.

41422. Have you noticed among the people you work among a growing tendency of the men to live on their wives' earnings?—I should not say there is a growing tendency towards that, but I have come across it. *Rev. William Blackshaw*
18 Feb. 1907.

41423. What would be the occupation of the wives in those cases?—Charing, scrubbing and hawking. Hawking is very common, and selling "pot mould." I do not know what that is exactly. I believe it is buying old clothes and selling them again. There is a lot of that done in my neighbourhood; they hire a barrow for so much a day and then buy and sell clothes. *Husbands supported by their wives' earnings.*

41424. Do the women do that?—The women push the barrow about. Perhaps they will bring home a lot of old egg boxes which they cut up for firewood. They will pick up a living in that way.

41425. Those are people who have husbands who are perhaps not too zealous for work?—Yes, men who get up at 12 o'clock.

41426. (*Miss Hill.*) You seem to feel the great need of some sort of co-operation between the various charities and the poor law?—Yes, I do. *Attempts at co-operation between charity and the Poor Law in Sheffield, the City Guild of Help, etc.*

41427. What efforts have been made in Sheffield to organise charity?—Only the movement called the City Guild of Help, so far.

41428. Have you not had a Charity Organisation Society?—Unfortunately not. The Sheffield people have rather a horror of that expression, a "Charity Organisation Society." We have had to be very careful to avoid using it. I am sorry personally, because I had some experience of the value of the society in London.

41429. With regard to the City Guild of Help, is any effort being made to get, at any rate as leaders, people with some experience in wise charity?—Yes, they are trying to get those who have had some experience, but there are not very many who have had experience I am afraid in Sheffield—not of the kind you refer to.

41430. It will be a very serious thing if a large number of people are enrolled, and are more or less hampered in their movements through the want of any system of teaching them, will it not?—That point has come up several times, and it has been suggested that people should not be allowed to volunteer for it, but should be selected by those who have had some experience, and the helpers should be examined first, so to speak, as to their fitness.

41431. Then you have a group or a committee who have had some experience who are taking the lead in it?—Yes.

41432. Are you organising any kind of lectures for them?—Not at present. I left the executive when the thing was floated about a month ago, and it may have done that since I left. I was obliged to leave after the thing was started.

41433. You realised that that would be an important point?—It is extremely important indeed.

41434. Especially, I should think, to have a good number of people with experience who would teach the visitors on each particular case, that is to say, they should be so numerous that they would be able to study the individual case?—I think that would be extremely important.

41435. But you will not now be able to help in that, shall you?—Yes, I shall be an individual helper. Clergymen and ministers are not heads of divisions and captains, they are simply in the ranks. I shall be in the ranks as a helper.

41436. The Poor Law has never adopted the plan recommended by the late Lord Goschen, when he was at the head of the Local Government Board, of publishing any lists, has it?—Not in Sheffield, to my knowledge. *Overlapping between Poor Law and charities.*

41437. There is no record among the charities, I suppose, of what they do?—No, I am afraid not.

41438. And there is no organised system among the charities for giving pensions?—I am afraid there is very little organisation of any kind in Sheffield. We are all over-lapping frightfully, and none of us knows what the others are doing.

41439. The pension schemes you have mentioned are those given by private firms?—Yes.

Over-crowding a cause of decrease of home life.

Weakening of filial responsibility.

Weakening of parental responsibility and its results.

Early marriages and their causes.

Rev. William Blackshaw. 41440. Have you known individual clergy or ministers help forward a system of pensions ?—I am afraid not.

18 Feb. 1907. 41441. There is a good deal to be done then ?—I am afraid so.

Objections to indoor relief to able-bodied in certain cases. 41442. (*Mr. Bentham.*) In your criticism of Poor Law methods, you deplore that the house is offered so often. I suppose you would say that people who are not living under proper conditions should not be granted outdoor relief ?—Under proper health conditions ?

41443. Health and moral conditions ?—Certainly, if they are not living under proper moral conditions.

41444. You would not grant outdoor relief in those cases ?—No, I think not.

41445. And under proper health conditions ?—That is rather difficult to answer.

41446. Do you find the people who are living respectable lives are really offered the test of the workhouse in Sheffield ?—I have come across cases of that kind where I felt that a little temporary help might have tided them over a serious crisis. These are not people who were in any sense bad or immoral.

41447. The system of relief in Sheffield is an outdoor relief system, is it not ?—Yes. They are liberal there.

41448. Did you ascertain precisely in those cases you have in your mind why the house order had been given rather than outdoor relief ? Did you follow them up, and ascertain from the relieving officer whether there was a reason that you did not know of ?—I have not done that in all cases. May I just say that the method I usually adopt is to find out from a man's rent record what sort of a man he is ? I have generally found that it is rather a good test to ascertain how he has paid his rent over a given number of years.

41449. Does it not rather depend on how he has spent his money ?—That is a form of spending his money, is it not.

41450. That is only one of them ?—It is a very important one, if he gets 23s. a week and his rent is 5s.

41451. At Sheffield they have a method of classification, even of their cases of out-door relief, in order to make sure in a certain sense that the people who are living respectable lives get adequate outdoor relief. Have you come across any case of that kind which is specially favoured by the Sheffield Boards ?—I have come across a very liberal case where they have allowed a grant to an illegitimate child, for instance, of a couple of shillings a week, which is very liberal.

41452. Out-door relief to an illegitimate child ?—The mother was a widow who had four children, three legitimate and one illegitimate, and they allowed her 8s. a week.

41453. (*Mr. Gardiner.*) Was the youngest or the first illegitimate ?—The first.

41454. (*Mr. Bentham.*) That was 8s. a week for five persons, was it ?—Yes.

41455. Do you consider that liberal ?—I consider it liberal, but it is inadequate, if that is not a contradiction in terms, because I understood from the relieving officer at the time, that the illegitimate child had no claim upon them, and they might have made it only 6s., but they made it 8s. I thought that was liberal, but it was not adequate, because the woman could not look after the four children properly on that.

41456. According to what you say, you think that the relief generally given to Poor Law cases is inadequate ?—That has been my experience. I have only a limited experience and it is not worth very much, I am afraid.

41457. You suggest in Paragraph 14 that out-door relief might be given to supplement the relief which is given by the churches and other charitable societies. Do you find that the guardians when they know that a small amount is being given from the poor box of a church will refuse out-door relief in consequence, even though the amount granted by the church is not sufficient to maintain existence ?—If the guardians knew that we were doing a little they would not knock off the outdoor relief.

41458. You rather suggest that they do not give it by saying "Then the fact that a person was receiving charitable help from a church or a society (providing

the nature and extent of it were known) should be no barrier to supplementary help from the Poor Law." I understand from that that it is held as a barrier ?—I do not think so always, but I should like it to be a recognised fact.

41459. I do not know what the practice is in Sheffield—I suppose you know that better than we do ?—I should like that it should be no barrier.

41460. That would depend entirely on the amount that is given, would it not ?—Yes.

41461. Do you come much in contact with the relieving officers ?—Often. I go down to see them and meet them.

41462. In what capacity do you meet them ?—In trying to find out what is their impression of people who have come to me for private help, and to know what they are doing. I try to find out what they are doing before I do anything.

41463. Then you really co-operate with the relieving officers ?—As far as I possibly can I do, and I see them as often as I can.

41464. Have you found them helpful to you ?—I have found them very helpful to me, and always humane and considerate.

41465. Have you any reason to come in contact with the district medical officers under the Poor Law ?—Yes, in my ministerial capacity I have met cases that they visit.

41466. Have you ever had need to refer any of your cases to the medical officer or the relieving officer in the first instance for medical relief ?—Yes, I have.

41467. Have you always found that medical relief has been given when it has been required ?—Yes, in my experience I think so.

41468. You have no complaint to make in that respect ?—I think not. I only heard a complaint once, and when I investigated it I found that the medical officer was quite in the right, and that there was no cause whatever for it.

41469. (*Mr. Booth.*) In regard to what you said about overcrowding, I was not quite sure whether you were referring to individual homes which became overcrowded owing to the increased number of children in the house, or whether you were referring generally to an increased overcrowding in Sheffield as a city ?—It was the increase in the home that I referred to.

41470. Your experience probably would be hardly long enough to say there is more overcrowding in Sheffield, but you can say that in each home there is a risk of that as they get on in life ?—Yes.

41471. With regard to old-age pensions which you deal with in Paragraph 37, and the discouragement that may come to joining a friendly society, does it not partly depend upon the age at which the pensions would begin ?—Yes, I think so.

41472. I think you said afterwards that there has been a larger demand for some terminable sum which came at a certain age ?—I think there is.

41473. So that if they knew that some provision by the State would come when they were seventy, they would still have the object to save through their friendly societies for the preceding years ?—There would be that motive, certainly, for them to save for an annuity at sixty to carry them on through the intervening years till seventy.

41474. But if the annuity did not come in till they were seventy that would leave a very substantial portion of their lives when they would need to secure some provision, and they might secure it through a friendly society ?—Yes.

41475. (*Chairman.*) Have you any model dwelling-houses in Sheffield ?—Yes, the corporation have erected flats, and they permit me to live in one of them.

41476. Is there any rule as regards the number of children a tenant may have ?—Yes, there is.

41477. What is the rule ?—I think I am right in saying that they must not have more than two children.

41478. If a man has more than two children is he turned out ?—That is the difficulty. I do not think they do turn

Charity a bar to out-relief.

Co-operation between charity and relieving officers.

Humane conduct of relieving officers.

Adequacy of medical relief.

Over-crowding in Sheffield.

Effect of State old age pensions on friendly societies.

Model dwelling-houses in Sheffield and their regulations.

Outdoor relief to mothers with illegitimate children.

Inadequate out-relief.

Charity a bar to out-relief.

Model
dwelling
houses in
Sheffield
and their
regulations.

them out. They must only have two when they go into the flat, but in the course of time there are more, and that is where the difficulty comes in.

41479. (*Miss Hill*). Are all the tenements of the same size?—No, they let as one room, two rooms, and three rooms. The difficulty is that as the people go on living in these tenements, the condition of overcrowding comes along, and there does not seem to be any check upon that.

41480. Do they not move from the one room to two rooms and then to three rooms?—No, they do not, I am afraid.

41481. (*Chairman*.) Then there is a rule, but it is not enforced?—They are very careful to inquire how many children the people have when they take the tenement, but as to what their method is afterwards I am afraid I am rather in the dark, or whether they have any method

of getting into the building and finding out how many children there are. I have not known them do that. *Rev. William Blackshaw.*

41482. (*Sir Samuel Provis*.) Is there any clause in your agreement with the corporation giving right of entry?—I am afraid I am not quite sure on that point, although I signed an agreement. I was the first tenant four years ago. *Model 18 Feb. 1907.*

41483. In any case, supposing that they had reason to believe that there was overcrowding, they would have the right of entry, would they not?—I think so. *Model 18 Feb. 1907.*

41484. There is no doubt about that; they have the right, have they not?—I think so.

41485. They could get an order of the justices to enforce it?—There would be no doubt about that.

41486. Do they collect the rents of the flats themselves?—Yes. A man comes round on Monday mornings.

EIGHTY-FIRST DAY.

Tuesday, 19th February 1907.

AT THE FOREIGN OFFICE, DOWNING STREET, S.W.

PRESENT.

The Right Hon. Lord GEORGE HAMILTON, G.C.S.I.,
etc., etc., etc. (*Chairman*).
The Right Hon. CHARLES BOOTH, F.R.S.
Sir SAMUEL B. PROVIS, K.C.B.
Mr. F. H. BENTHAM.
Dr. A. H. DOWNES.

The Rev. T. GAGE GARDINER.
Mr. T. HANCOCK NUNN.
The Rev. L. R. PHELPS.
The Rev. H. RUSSELL WAKEFIELD.
Mrs. SIDNEY WEBB.
Miss OCTAVIA HILL.

Mr. R. H. A. G. DUFF (*Secretary*).
Mr. J. JEFFREY (*Assistant Secretary*).

Dr. JAMES SPOTTISWOODE CAMERON, called; and Examined.

41487. (*Chairman*.) How long have you been Medical Officer of Leeds?—Seventeen years; at the end of 1889 I went there. I had been in Huddersfield before that, as medical officer, for about thirteen years, and I had been honorary physician to the Huddersfield infirmary for about thirteen years before I came to Leeds. I was during most of that time also medical officer of health. I had previously held for a short time a Poor Law appointment under the guardians in Huddersfield; I had held a large number of hospital appointments and had been in Bradford dispensary; I had hospital appointments in Edinburgh, including one at the children's hospital, so I had a good many opportunities of seeing work amongst the poor of Edinburgh, Bradford, and Huddersfield, and since that time in Leeds.

41488. Apparently you combined two functions, you were health officer and at the same time physician to a large hospital?—Yes, that was in Huddersfield. I was in private practice, consulting practice, at that time.

41489. We will take the statement you have prepared as your evidence-in-chief if you will hand it in, and supplement it by some questions?—Certainly.

(*The Witness handed in the following Statement.*)

A.—The Sanitary Authority.

1. The sanitary authority is the City Council, working usually by committees. The Sanitary Committee has charge of hospitals, and the Housing Committee of insanitary dwellings.

2. *City Hospital*.—The City Hospital now consists of two groups of buildings on two adjacent estates in the parish of Seacroft, immediately outside the city boundary. On the one estate, which may be called for convenience the "Manston Hall Estate," consisting of about 100 acres, we have now accommodation to the extent of 240 ordinary and 40 isolation beds for cases of scarlet fever; of eighty ordinary and twenty isolation beds, set aside chiefly for diphtheria; of eighty-eight beds in four pavilions and six isolation beds for the continued fevers. The total accommodation for fever patients on this estate is 472 beds. *Dr. James Spottiswoode Cameron. 19 Feb. 1907.*

3. On the same estate, but entirely separate, we have, for isolation of persons from infected houses in the city, sixteen cottages, caretaker's house, and laundry. *Leeds City Hospital and its accommodation, &c. Provision for isolation of infected persons at Leeds.*

4. Separated by the highroad and a quarter of a mile from any of the pavilions already spoken of is a smallpox hospital, newly erected, containing ninety beds in pavilions, and ten isolation beds. On this estate, "Killingbeck," there are also certain galvanised iron pavilions, containing eighty-four beds, which were erected during the progress of a recent outbreak of smallpox, as the new wards, although planned and sanctioned, had, owing to a difficulty with a tenant, not been commenced in time to cope with that outbreak. There is a temporary administrative accommodation for these extra beds in the old mansion belonging to the estate. For smallpox we have therefore 184 beds on an estate of 144 acres.

5. These two Seacroft hospitals, at Manston Hall and

Dr. James
Spottiswoode
Cameron.

19 Feb. 1907.

Subscription
by sanitary
authority
to phthisis
hospital.

Temporary
milk depôts
of sanitary
authority.

Assistance
by sanitary
authority to
persons
segregated
on account of
infection.

Medical
as-istance
by police
surgeons.

Poor Law
topography
of Leeds.

Poor Law
dispensary at
Leeds.

Leeds
voluntary
infirmary.

Killingbeck respectively, are intended entirely for the isolation and treatment of infectious disease; and patients whose circumstances require such isolation are admitted from the city without any charge, whether they belong to the families of ratepayers or of paupers.

6. *Tuberculosis*.—The Corporation also subscribe, under the powers of Section 131 of the Public Health Act, 1875, to the hospitals provided by the Leeds and District Tuberculosis Association. The hospitals of this association are mentioned under "C."

7. *Milk Depot*.—The Sanitary Committee advised the starting of a depôt for the supply of pure milk for children born in a particular district of the town. It was ruled, however, by the Lord Mayor, on advice of the Town Clerk, that we had no power to spend money for the purpose. The work which had been initiated by the Corporation was carried on for a year by a voluntary society with good results.

8. *Assistance to Persons segregated on Account of Infectious Disease*.—Although the Corporation have never compensated persons for loss of work by reason of their having been themselves ill of an infectious disease, they have frequently paid part wages of those who, though not themselves apparently ill, have at request remained away from work on account of having been exposed to contagious disease. This has been done chiefly in outbreaks of typhus and smallpox. The practice has been to pay half the wages and to maintain the contacts in the cottages already spoken of, or in additional ones provided for the same purpose. These persons so provided for are of course under medical observation and receive medical assistance should they take ill.

9. *Police*.—The police have four surgeons in different parts of the town. Their principal function is attending members of the staff. They are not necessarily called in for cases of accident. When accidents occur it is more usual to send for the infirmary ambulance, which is housed at the central fire station. The police surgeons are sent for to persons in the lock-up at the Town Hall, when necessary.

B.—The Poor Law.

10. Portions of four different unions lie within the city. The area of these unions is altogether 36,268 acres, of which 21,596 lie in Leeds. The population at the Census of 1901 of these unions was 450,823, of whom 428,968 lived in Leeds. It will be thus seen that the largest and the densest population is within the city. Each union is divided into townships, and the townships are generally sub-divided into medical relief districts. The Union of Leeds had a population at the Census of 254,536, and of that population all but 3,210 belong to the city. The Leeds Union is, therefore, the predominant partner, and the city parishes in that union predominate within it. The Township of Leeds lies wholly within the city and has an area of 2,737 acres and a population at the Census of 177,920. The increase of population within this area since the previous Census amounted only to 397. The population of the whole city increased 61,463, showing that it is in the outer townships rather than in the centre of the city that the increase has lately taken place. It is rather the middle class, and the well-to-do working class, that have gone into the outer districts, and the poorest class of all have been to a less extent displaced. Poverty is, therefore, proportionately greater in the central parts of the town. Each of the four unions has its own workhouse and infirmary. The Hunslet workhouse lies beyond the city boundary.

11. The Leeds Guardians have adopted for many years the excellent practice of having a dispensary at their offices in South Parade, at which the members of their staff in charge of these central parts attend on every morning of the week and see casual cases. Except under these circumstances, a patient requiring medical attention not already on the books of the guardians can only obtain relief from their district medical officers by obtaining first the certificate from a relieving officer.

C.—Voluntary Effort.

12. *Infirmary*.—There is a general infirmary of 436 beds with a large out-patient department. It deals with between 6,000 and 7,000 in-patients and between 39,000

and 40,000 out-patients every year. Unless in exceptional cases out-patients are only seen at the institution. There are special departments, including a maternity department, the patients in the latter case being visited at home.

13. *Hospital for Women and Children*.—This hospital has fifty-five beds, including five for maternity cases; and in-patients between 500 and 600; out-patients between 5,000 and 6,000. Like the infirmary, the out-patients are almost entirely seen at the institution.

14. *Tuberculosis Association*.—The hospitals referred to in paragraph 6 are two, one at Gateforth, about seventeen miles from the city, off the road to Selby, and the other, Armley House, within the city. The former stands on an estate belonging to the corporation and is rented by the association. It was a mansion house and has been adapted by the enlargement of windows, re-arrangement of staircases, the erection outside of shelters, &c., for the reception of thirty-four patients; twenty men and fourteen women. There is a resident medical officer and the patients are seen by the physicians to the association. This hospital is intended chiefly for the more hopeful of the cases, and an attempt has been made recently to find a little work for the convalescents in gardening.

Armley House is also an old mansion standing in large grounds. A member of the Tuberculosis Committee guaranteed the rent for three years. A few alterations have been made in the house and recently a Döcker hospital for eight patients has been erected in the grounds. One or two shelters have also been built, chiefly as annexes to the house itself. The hospital is capable of receiving forty-four patients: twenty-eight men, fourteen women, and two children, including eight male patients in the Döcker hospital, who are generally those intermediate between the more severe cases, for which Armley House is intended and the more hopeful cases that are treated at Gateforth.

15. *Leeds Public Dispensary*.—This institution has two branches. The original dispensary, now a new building, is situated in North Street in the Leeds township. About 30,000 patients attend. A branch dispensary on the south side of the river deals with about 10,000 to 12,000 patients. Both institutions are open for urgent cases and certain "home patients" are visited at their own houses within a prescribed boundary. The visits paid to the home patients of the central institution amounted to between 15,000 and 16,000 in 1905. The resident medical officers are generally young men who receive a small salary and live in the institution. They have a right to call in, as consultants, members of the honorary staff in cases of difficulty. Their work is much appreciated by the poor in the districts where they visit. No recommendation is required, but notice of requirement to visit must be sent early in the morning. Unfortunately a good many cases are taken to the out-patient department that ought in the first instance to be seen at home. This is mentioned again under Question 4.

16. *Maternity Hospital*.—There has also been recently opened a maternity hospital with sixteen beds. It is not very well situated for the purpose.

17. *Religious Charities: Jewish Hospital*.—The Jews in Leeds have recently taken a house, which they have opened as a hospital with nine beds.

Little Sisters of the Poor.—The Catholics have 170 beds, chiefly for aged and infirm persons, under the care of the "Little Sisters of the Poor."

18. *Medical Clubs*.—There are a large number of friendly societies in Leeds, and many of them have medical clubs. Amongst the societies the Manchester Unity of Oddfellows figures largely. They have about twenty-five branches in Leeds. Certain of these branches form a medical aid association and have two establishments, one in North Street, near the dispensary, the other in Tong Road, New Wortley. Those lodges which subscribe to this association pay 3s. 6d. a year for adult members, 2s. for juveniles, and sometimes 4s. for the entire family. There is a house and dispensary and a resident medical man at each place. He gets £230, house, coal, and gas, and is expected to visit urgent cases at any hour, but ordinary cases only if the message comes at a reasonable time. A certain amount of friction naturally arises, and several of the lodges prefer to pay their own doctor. St.

George's Lodge, for instance, pay their doctor 3s. for adult members, 2s. for juveniles, 10s. 6d. for confinements, or a family fee, exclusive of confinements, of 10s. 6d. per annum.

19. *District Nursing Association*.—There is a district nursing association, with a branch on the south side of the river. The nurses attend non-infectious cases visiting from house to house, tidying up, and making the patients comfortable. They are trained nurses.

20. *General Statement*.—The classes seeking the aid of the infirmary in- and out-patient department are the working-class generally. The dispensary is patronised largely by those on the verge of poverty, but not generally in actual receipt of relief.

Extent of Co-operation between Various Agencies.

21. There is necessarily a good deal of overlapping. Speaking from personal experience as a man who has been house-surgeon, dispensary officer, Poor Law medical officer, and honorary physician, I should describe what generally happens as something of this kind. A member of a well-to-do working-class family is attacked with consumption, is seen by their own doctor, or by their club doctor for a certain length of time. The disease continues, resources diminish. The aid of the dispensary is sought as long as the parents and relatives can support the patient. When their resources fail the Poor Law is reluctantly invoked. In a few cases a certain amount of assistance is given as out-door relief, and the district medical officer attends. In the long run the patient has to go to the Union hospital as a pauper. Fortunately, now in Leeds some of the earlier of these cases are treated by the Tuberculosis Association and in some cases so far recover as to be able to take light work. The difficulty, however, is how to procure that light work, and too often the patient, who has apparently recovered, goes altogether to the bad as soon as he goes home.

22. Even in acute cases there is a certain amount, not so much of overlapping as of supersession of these agencies. Poor persons send for the dispensary doctor, who attends. The expenses of the illness require further assistance; the district medical officer comes in. He naturally prefers to get the patient into hospital and sends him to the workhouse.

23. In many cases, of course, not only the out-patients of the infirmary, but the home patients of the dispensary are transferred directly to the infirmary, or to the Women and Children's Hospital.

The possibility of handing over to One Authority the whole duty of Medical Assistance to the Poor.

24. I see great difficulties about this, but I do think some co-ordinating influence is required and that there should be a power somewhere of granting medical relief to anyone needing it, altogether irrespective of "circumstances," which should be enquired into after, and not before, the relief is given.

The Health of the Poor as affected by present System of Medical Assistance.

25. I speak in the highest terms of the kindness and consideration shown by both the Poor Law officers and the infirmary and dispensary staff, and wish it to be quite understood that anything that follows does not reflect in any way upon the ability or humanity of these gentlemen. It is the system, not the individuals, that I criticise. I wish, however, to be perfectly frank at once and say that the very poor are sometimes very badly looked after in Leeds when they are ill. My information is derived from several different sources as follows:—

Source (a). The Notification of Infectious Disease and the Revisiting of Infected Houses.—Information as to cases K, O, Q, S, and T was derived from this source.

Source (b). Examination of Lodging-houses.—Common lodging-houses are under the supervision of the police, but as a working arrangement it has been found convenient that additional visits should be made by one of my inspectors to prevent the concealment of cases of infectious disease. Case A came to our knowledge in this way, and Case B in the examination of houses-let-in-lodgings, which is part of our work. Case P also came to our knowledge through this work.

Source (c). The Investigation of the Causes of Infantile Mortality.—This has been specially carried out for five years, in the district of the town where the infantile mortality is highest, by the women inspectors, and a large number of cases have come into their note-books where there has apparently been difficulty in getting prompt medical attention for the infants. Cases E and F come under this heading.

Source (d). Visitation of Young Children.—Since the beginning of 1905, enquiry has been made into the conditions surrounding every new-born child in a particular district of the town. During part of 1905 and the greater part of 1906 great assistance in this work was obtained from the Pure Milk Association, and the condition of a great many children was followed up for some months. (See Paragraph 7.) Cases G, H and Series I are thus derived.

Source (e). Superintendence of Midwives.—This work is also chiefly in the hands of the women inspectors. Every midwife is bound to communicate with us in any case of illness of the mother or child, and to send for medical help. Investigating the cases where medical help has been sent for, as well as cases where the child has died, it is found that there is often a great deal of difficulty in getting early advice for the baby. Case D (*infra*) illustrates this.

There is also some difficulty in getting advice for the woman herself. The midwife is bound to send for medical aid in unnatural labour, but there is no provision in the Act for paying the medical man sent for. Cases L, M, N.

Source (f). Other Channels, including Letters and Complaints.—To this class belong cases C, R, U and W.

26. The information derived from these six sources illustrates:—

(a) Unnecessary delay in getting medical help, as in cases A, D, E, F, G, and the series under I.

(b) The difficulty in getting medical help owing to:—

(1) Apparent ignorance as to how to set about it, as in Case K.

(2) Reluctance to be "workhoused," as in Cases B, C and U.

(3) The block owing to the framing of the Midwives Act, as in Cases L and M.

(4) Over-pressure at hospital and distance. H and perhaps Series I.

(c) Cases in which assistance was necessary, but no very definite leading forthcoming as to whence it should be obtained, and where the sanitary authority perhaps illegally stepped into the breach, as in Cases Q, P, and S.

(d) Miscellaneous cases, such as R, N, T and W.

27. *Delay in getting Medical Help.*—Case A.—Patient at a common lodging-house. Man known to our inspectors as living there for some two years. Deputy-keeper sent a messenger, December 24th, 1906, for the Poor Law doctor. Messenger called about seven o'clock at our assistant inspector's house to ask for the doctor's address. Inspector went down to lodging-house about half-past ten to find out what had happened. Was told that the doctor had not seen the patient, refused to come without relieving officer's order. No offer made to pay. Inspector called again next day, 25th; patient had not yet been seen. Enquired as to nature of symptoms, saw the keeper of the lodging-house, who promised to get the man off to the union at once.

It was afterwards ascertained that the patient had complained of pains in the head and chest on the morning of the 19th. Stayed in bed late and the deputy wanted him to go and see the relieving officer, but he declined to do so until Monday, the 24th, when he went out ostensibly for that purpose. Reported that he came back to lodging-house and stated that he had seen relieving officer and could not be admitted to workhouse until Wednesday morning, the 26th. Enquired of relieving officer, who stated that he had not seen the man, and the man afterwards admitted that he had not been to see the relieving officer. The deputy then on Monday night sent the letter to the district officer without order from relieving officer, and without any offer to pay his fee. On Wednesday morning the deputy went with the patient to the guardians' office, saw the relieving officer and the district medical officer,

Dr. James Spottiswoode Cameron.

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Sources of evidence as to inadequacy of medical relief.

Inaccessibility of medical relief; illustrative case.

Dr. James and the patient died in the guardians' offices a few minutes *Spottiswoode* later.

Cameron.

19 Feb. 1907. 28. *Reluctance to enter Workhouse—Want of Medical Attention.—Case B.*—Inspector visiting furnished rooms, October 22nd, 1906, found man, woman, and two children in a very dirty house. Woman ill in bed, unattended. He said, "I think you would be better in the workhouse." Acquainted keeper of house with its dirty condition and served notice next day (October 23rd) for lime-washing and cleansing. November 5th remarked, "You have not gone up, then?" Said she would "perhaps soon be all right." November 12th, found improved condition of house, but the woman too ill to complete the cleansing. On November 24th inspector said, "I think you are a foolish woman. If you had gone to the workhouse before, you might have been better now." On the 28th, house again in dirty condition, woman helpless in bed, said to have ruptured a blood vessel the previous day. Keeper gave tenants week's notice. Wednesday, December 12th, 1906, same people found in another furnished house in a neighbouring street. Woman ill in bed, unable to attend to house duties. Again advised her to go to Union Hospital, which she was now willing to do. Called on the keeper of the second house, advised him to send to relieving officer. Relieving officer and afterwards district officer visited and patient was sent into Union Hospital, December 12th. Treatment should have commenced at least seven weeks earlier.

29. *Want of Food and Attention. Refusal to enter Workhouse—Case C.*—Vicar of town parish wrote to me. A lady inspector visited December 21st, 1906. Found house occupied by woman of seventy and her son, æt. 23, describing himself as a general labourer. Another son, æt. 24, had served in South Africa, drew a pension, had been removed to Menston Asylum and his pension taken by the authorities. Old woman and son, æt. 23, no apparent means of livelihood. Former apparently weak-minded, said to have had two strokes and a bad leg. Son feeble-minded, unable to attend to his own needs. House indescribably filthy, accumulation of dirty linen, unemptied chamber vessels, etc. Inspector informed by neighbour that the old lady refused to go to the workhouse, that she was living on food sent in by neighbours. It was ascertained that there was also a daughter who was supposed to clean the house occasionally, stated to be of disreputable habits, said to live in Hill's Yard (two miles away). On the 31st lady inspector tried to persuade old lady to go into workhouse. She declined, but was willing to go into Little Sisters' Home. Canon Croskell promised us the next vacancy.

Absence of medical relief causes child's death.

30. *Newly born Child, Difficulty in obtaining Medical Help—Case D.*—Registered midwife attended, advised parents that child was premature and doctor should be sent for. Parents objected that they had not 3s. 6d. for the fee. Midwife was preparing to take child to the doctor, intending herself to pay his consultation fee, 1s. Called away to another case. In her absence child was wrapped in a shawl, taken to a neighbour's house, shilling borrowed, and child carried to surgery of Dr. W., and there found dead. Thought child's life might have been saved if the parents had had the necessary 3s. 6d. (July 11th, 1906.)

In regard to the deaths of infants, the prevalent habit of wrapping the baby in a shawl and carrying it off to a doctor, when *in articulo mortis*, probably accounts for a considerable portion of our infantile mortality.

Death due to lack of earlier medical assistance.

31. *Case E.—Want of Earlier Medical Attendance.*—Infant six months, died May 7th, 1906, after a week's illness. Death certified, "bronchitis, convulsions." Ascertained that patient was taken to dispensary three days before death, suffering from "cold after measles." Dr. O'D. called in day on which child died. (Infant Mortality Book, p. 271.)

32. *Case F.*—Child of seven weeks, died June 5th, 1906, certified "marasmus, convulsions." Had diarrhoea, child taken to dispensary two days before death "because it choked." Taken again to dispensary and died while waiting. Ought to have been attended at home. (Infant Mortality Book, p. 277.)

33. *Case G.*—Child, seven months (born January 14th, 1906), had diarrhoea in August, 1906. Seen at milk dépôt,

Mother had to go to work, could not afford time to take child to dispensary, and but for intervention of Health Department child would probably have had no medical attendance. (Birth Register Book, p. 298.)

34. *Delay at Out-Patient Department—Case H.*—Child born September 6th, 1905, taken ill on May 21st, taken to infirmary on account of violent vomiting, great delay in seeing doctor. On one occasion in June mother went at 1 p.m. and waited until 5 p.m. It was 5.30 before she reached home. End of July, took my card to Dr. Telling at Women and Children's Hospital; waited two hours without seeing a doctor.

Delay at voluntary hospital out-patient department

35. *Cases I., etc.*—Special arrangements were made in connection with the milk dépôt by which Dr. Mary Phillips saw patients sent there by medical officer of health, with a minimum of delay in the following cases, chiefly cases of diarrhoea:—286 B., 372 B., 282 E., 303 B., "child from Ellerly Lane," 298 B., 368 E., 210 E., 147 D., "child from Devon Street," 406 C., 217 A., 397 E., 345 C., 194 A.; and "child from Vinery Place."

Medical relief by voluntary medical officer of health.

36. *Notification of Infectious Disease and Re-visiting of Houses.—Case K.*—A patient was reported from a street in Holbeck as a case of typhoid, and the man was immediately removed to hospital. A few days later, November 30th, 1906, ward-inspector called to inquire about the cleansing of the house after its disinfection; could not get in; told by next-door neighbour that woman was very ill, no one to attend to her, and nothing to eat. Learnt afterwards that this was the case, only a somewhat old woman in the house, very deaf, and a child a few months old. He ascertained that the old woman did a little charring, earning about 3s. a week. A cripple, aged fifteen, earned 3s. 6d. for boot repairing; the rent was 3s. 6d., the earnings about 6s. 6d. He reported the case and I sent a divisional inspector to see the Poor Law medical officer, who went with him at once without relieving officer's order. He sent some medicine and some milk, and called next day with the relieving officer. In this case the man had been out of work for some three or four months. The doctor was called in privately and sent him into hospital, but no application had been made for medical relief or sustenance for the rest of the family and it was the accident of our visit to ascertain if any other case had developed that led to the application for relief, which would probably not have been made as long as the neighbours chose to supply food. Relieving officer looked after the people well when his attention was drawn to the case.

Cases of destitution escaping observation of Poor Law authorities

37. *Hæmorrhage. Difficulty of procuring Help for Mother—Case L.*—Midwife 17040 reported August 29th, 1905, case of antepartum hæmorrhage. Had tried to get two separate doctors, in both cases failed. Advised to send for a third. Proper form filled up at office. Form under heading "Time of sending message" returned endorsed "6.30 p.m., but would not come." Midwife delivered woman herself. Child dead (m. i. 35).

Difficulty obtaining medical assistance midwifery cases.

38. *Miscarriage. Difficulty of procuring Help for Mother—Case M.*—Midwife 19914 reported October 20th, 1905, had been called to a miscarriage. Informed the people that it was a doctor's case, and she was not allowed to attend alone. They said, "Had sent for two different doctors and each refused to attend unless they received their fee first." Midwife then went and found miscarriage had taken place (m. i. 67).

39. *Filthy Surroundings. No Power of Removal—Case N.*—Midwife 17027 reported case to which she had been called December 30th, 1906. Mother and child had been lying without attention for some time. House and people very dirty. Necessary to change her clothes on leaving.

Need of power to move certain cases to workhouse infirmary.

On January 5th, 1907, received notice of sending for medical help from same midwife to this case. District nurse also called in, reported woman and child in filthy condition. Inspector verified above. Called on the doctor, suggested removal to Poor Law infirmary. Doctor willing, patient unwilling, and not a pauper.

*The Witness subsequently added the following:—*Further power is necessary to compulsorily remove persons not suffering from any of the notifiable diseases, who by neglect have become a nuisance and dangerous to neighbours. (Cases N and W illustrate this.) Section 46 of the Public Health Act, 1875, is intended to deal with this class of case, but it can only be set in motion by the

local authority, who meet once a month, and then a notice, with the inevitable loss of time, must be sent after their meeting. It is true that the local authority may, if they see fit, cause the cleansing of the house and recover the expense, but again this must be after the default of the householder, after the service of the notice ordered at their previous meeting, and even then the power of removing the person causing the nuisance, which is certain to recur, is wanting. It has frequently happened to me, both in Huddersfield and Leeds, that much valuable time has been lost in securing the removal of aged and infirm persons incapable of keeping themselves clean, but not able to pay for attendance and unwilling voluntarily to make use of the workhouse. To prosecute these people in the police court, for not doing what they are unable to do, is futile.

Relief by
sanitary
authority to
nearly all
cases of
small-pox
patient.

40. *Breadwinners ill. Family destitute—Case O.*—Family of eight in a cottage in Camp Field (Z. 7011 ; 9 and 0); (Annual, 1894, p. 62); father, age forty-three, and son, age sixteen, both workers, sent into hospital for small-pox, February 11th, 1905. Rest of family: mother, thirty-one; children, aged ten, eight, five, three, and seven-twelfths; removed to isolation cottages, (Manston), maintained there fortnight. Returned home after quarantine. Six persons, no income. Allowance made for destruction of paper and food in house, etc., 4s. 4d., February 28th. Special allowance February 28th, 10s.; March 6th, 10s.; and 18th, 10s. Allowance of 4s. 4d. was perfectly legal, the allowance of 30s. possibly not. Ought to have been made by the guardians. People in temporary want through sickness of bread-winners, unwilling to be sent into workhouse, anxious to keep house together, hesitated to apply to relieving officer.

Relief by
sanitary
authority to
other of
children
suffering
from
measles:
aged
usual of
relieving
officer to
grant relief.

41. *Measles in lodging-house. Partial Relief—Case P.*—Child, age four, reported suffering from measles in Brussels Hall Women's lodging-house. Measles not taken into hospital at that time. Mother and child removed to isolation cottage (Somerset Street), a district officer continued attendance. Relieving officer gave order for food for child, but declined to give any for maintenance of mother. Sanitary authority paid cost of her food from June 1st to 16th, 1906, £1 9s. 1d., and found her lodgings during the whole time.

Why the relieving officer should pay for the maintenance for food for the child who was ill, and refuse it for the mother who was nursing her, passes my comprehension. Morally these cases ought to have had relief from the Poor Law. To have sent the case of measles into the workhouse would have been fraught with disaster. Had the case occurred in a private house, the measles patient would have been nursed at home.

Relief by
sanitary
authority to
the of
small-pox
patient.

42. *Miscarriage in Small-pox Contact—Case Q.*—Husband, aged forty, a labourer (Z. 6050-1), removed on account of small-pox from a furnished room, March 29th, 1903. Wife delivered of a premature, still-born child in the same room on the same day. Was attended by the district medical officer, who, as public vaccinator, at our request re-vaccinated the woman herself, and the woman living in an adjoining room in the same house. The husband of the latter woman refused re-vaccination. He was removed to isolation cottage (Somerset Street) on 30th. Person, clothes disinfected March 30th. Lying-in woman nursed by re-vaccinated woman in next room for fortnight at our expense. Maintained for a week longer. Cost to Sanitary Committee, £4 8s. 5d. She was then found work in cleaning small-pox houses after disinfection, for which she was paid till husband discharged.

Case properly a Poor Law one. (1) Too ill to be removed to workhouse; (2) until incubation period had elapsed, dangerous, as she might have developed small-pox there. Poor Law people ought to have paid for her maintenance and nursing, but did not.

Interference
medical
relief in case
phthisis.

43. *Overcrowding and Illness. Reluctance to be "Workhoused"—Case R.*—Complaint (6887) of overcrowding from relieving officer, New Wortley, received January 17th, 1907. House had been visited on November 24th, 1906, on report of case of phthisis. Inspector served notice for overcrowding. Private doctor in attendance. Had written to relieving officer January 15th, suggesting removal of patient, head of family, aged forty-five, to workhouse hospital. Relieving officer found the case advanced, but the patient refused the services of the district officer and also refused to be

removed to the workhouse. Relieving officer sent us particulars of family. On January 18th it was found that there were thirteen inmates: two under five; three between five and fifteen; eight over fifteen; the house, a back-to-back one, consisting of three rooms, a kitchen, a bedroom, and an attic. Inspector persuaded the occupier, Mrs. G., herself suffering from phthisis, to go to the workhouse hospital, and the relieving officer promised to have her removed. This was done the following day, the 19th. Further notice for overcrowding. Patient's reluctance seemed to be to go to the Poor Law hospital and leave young children. Arrangement made for disinfection of the whole house. One worker, son, aged twenty-seven, paid 12s. a week for board. Apparently all the money coming in for general household expenses. Inclusive rent, 4s. 6d. Arrears, 20s. Re-arrangement of family.

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44. *Children almost destitute of Clothing. Extremely filthy—Case S.*—Woman, thirty-five, reported small-pox (Z. 7056-7) March 27th, 1905, sent to hospital. Four children removed same day to shelter (Somerset Street). Almost destitute of clothing and extremely filthy. Father said to be working at Bristol. Children fed and clothed by us, retained in shelter until mother recovered (May 11th). Possibly really a case for the guardians.

Relief by
sanitary
authority to
children of
smallpox
and typhoid
patients.

45. *Filthy Household—Case T.*—Woman, thirty-three, sent to hospital June 2nd, 1905, certified typhoid (Z. 7140-0). Patient covered from head to foot with flea bites. House and rest of family (five) in very dirty condition. Removed to shelter (Somerset Street).

46. *Confinement. Difficulty of getting Outdoor Help.*—Case U.—Medical man, member of Leeds City Council, called in to attend woman in confinement, March 5th, 1906. Family increased, by addition of twins, to six, besides parents. Father, a bricklayer's labourer, willing to work, but trade bad. Out of work 15 weeks, but known to this medical man for last 12 years as a respectable working man. Father sent to relieving officer, who said he could do nothing for them, unless they entered the workhouse. This was impossible with the mother recently confined. The medical man not only had to forego his fee, but help to keep the family. (Communicated V.C. of S. Committee).

Difficulty of
obtaining
relief in
midwifery
case.

47. *Want of Attendance. Reluctance to enter Workhouse.*—Case W.*—Old woman, very dirty condition, refused to go to the workhouse. Said would "stay in house till she died," and if turned out would "die on the doorstep." Frequent visits; matters increasingly bad. All refuse in bucket, scarcely ever emptied; bitter complaints from neighbours; woman inspector made almost ill by conditions found. After long time this aged person, unattended and incapable of attending to herself, was persuaded to go into the workhouse. She was not, however, incapable of using rather strong language about the lady inspector.

Reluctance
to enter
workhouse.

41490. (Chairman.) In Leeds the sanitary authority has charge of the hospitals; I assume these are all infectious hospitals?—Yes.

41491. Do they deal with cases other than infectious cases?—We subscribe, as I have mentioned, to the Tuberculosis Association, who have hospitals also. I mention the two hospitals in paragraph 14.

41492. The sanitary committee advised the starting of a depôt for the supply of milk. Is that now carried on by and a voluntary organisation?—It was for a year. The voluntary association stopped at the end of last September. We were hoping that if we carried it on for a year Mr. Burns' proposed Bill would have come in and we should have been able to go on with it through the corporation.

41493. What is the position of the depôt now?—It has ceased to be.

41494. Did it, in your judgment, achieve good results?—It lessened the death rate amongst infants about 25 per cent. amongst those who were taking the milk during the period it was carried on as compared with children of the same ages living in the same district of the town who did not have that milk. It was an experiment largely which I was anxious to see carried out for a year in order that our statistics might be of some little value.

* This case was added by witness subsequent to his examination.

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41495. Since this work has ceased has the infantile death rate gone up?—I could not say that, for this reason: that the infantile death rate is a thing which varies from time to time and from place to place. In order to make the statistics of any value I persuaded that committee to go on for a whole year so that we could have a complete return for the seasons. We stopped in September; since that time we have had winter, but the infantile death rate, as you are aware, is larger in the autumn quarter. We completed a whole cycle, so we are able to compare it with previous years and with the mortality amongst children that were not taking our milk in the same part of the town.

41496. It seems to me that if you credit the depôt with reducing the infantile death rate by 25 per cent., surely some detrimental effect must have been caused by the cessation of this work, and the death rate ought to have risen?—Probably, it has; I have not got it out yet as to that district, but there is one great difficulty in dealing with things like that, which is that the number of children we had to deal with was comparatively small.

41497. (*Mrs. Webb.*) How many?—I cannot tell you offhand; but I could give you that information.

41498. A mere fraction?—Yes; we had a population of 38,000 in the district we tried, and it is a mere fraction of their babies we dealt with.

41499. Was it a question of a hundred?—More than that; 200 or 300 we had.

Municipal
and voluntary
milk depôt at
Leeds and
results
thereof.

41500. 200 or 300 in 38,000 is of no account statistically?—That 200 or 300 were babies of a certain age. It is a very complex question; I am going to work it out more in detail, and if this Commission is still sitting when I have completed it, I shall be glad to let you have a copy of my report.

41501. (*Chairman.*) What was the idea of this depôt; as instituted it was of such small dimensions that it only dealt with a fraction of the children; was the idea that it could be developed?—Yes.

41502. You thought if the result was satisfactory there would be developments?—I hoped so, and I hope so still, but at present we have no power to do it; it was a question of finding money from outside in order to carry on that work.

41503. Was the milk given gratuitously?—No, it was charged for at the full market price; as a rule we charged 2d. for a pint bottle, but in a few cases where the full earnings were under £1 a week we sold it for 1½d., and sometimes, but very rarely, we gave it free.

41504. Was there a large demand for it?—Yes, and we had to stop it, to the great regret of the people who applied for it.

41505. It was no cost to the ratepayers?—No.

41506. (*Mrs. Webb.*) It would have been if it had been put on the rates?—Yes, it cost the committee £500 to carry it on for a year.

41507. All the management expenses were not charged in the cost of the milk?—No.

41508. (*Mr. Russell Wakefield.*) Is that £500 independent of what was paid?—Yes, it was not quite £500, though it was approximately.

41509. (*Mr. Gardiner.*) It would have been different if you had had a large number of babies?—We could have made it pay if we had been able to carry it on throughout the town. It was a question of capital. If we had been able to put in capital and get a farm, we should have saved a lot of little expenses. I may explain it briefly in this way. When we began we had to deal with a farmer who was rather unwilling to do anything, and we had to pay him 1s. a gallon for the milk we afterwards got for 9d.; there was a profit to him even when we got it for 9d., and if we could have had the farm and worked the farm we could have saved that profit for the benefit of the children.

41510. (*Sir Samuel Provis.*) Did you have your own cows?—No, they were cows selected by our veterinary surgeon and seen by him once a week through the greater part of the time, and once a fortnight for the other part, so that the cows were free from tuberculosis, and the milk was cooled and bottled in premises of our own, close to the farm, and frequently examined bacteriologically.

41511. (*Chairman.*) Was there much opposition to this depôt on the part of the ordinary vendors of milk?—There was a little at first; the opposition was entirely from the vendors of milk and the cow-keepers. The work would have been done by the corporation without question, but the opposition was from the trade; it was put to the town clerk, "Was it legal or illegal?" and he said it was illegal.

41512. Was the opposition diminishing when you closed the depôt?—The opposition would have been over-ruled. If the principle had been legal the opposition would have been over-ruled entirely by the council at the time.

41513. Has the feeling of hostility ceased?—The feeling of hostility has almost gone; there may be a few who are still hostile, of course. We were quite friendly with all the milk dealers at the time, they saw we were not opposing them, because we were charging as much as they were charging.

41514. This did not really compete with them, but it increased the demand for the milk?—It increased the demand for milk, but it competed in this way, that it put on the market a much purer milk than they were selling; one of the first remarks the mothers generally made was: "Where in the world did you get this milk from?" They asked: "What do you put in it to make it thick?"

41515. Passing to the next paragraph, the corporation, I understand, through the sanitary authority, compensate persons for loss of work while they are ill of an infectious disease?—Yes, that we have done for a great many years, I believe quite illegally, but the last time we went to Parliament we got it made legal. Assistance
sanitary
authority
persons
segregated
because of
infection.

41516. In a private Bill?—Yes.

41517. I suppose this compensation is prompted by two ideas: first, to induce the persons to more readily notify; and, I suppose, secondly, having notified, to prevent their going on the poor rate in consequence of the notification?—It is partly that; I do not take the question of readiness to notify as very much influencing the corporation; notification is, of course, compulsory, and like all compulsory notifications, in order to be of any use it has to be followed up by a sort of detective system of our own; and, generally speaking, the notification has not come from the householder but from the doctor, or from some inspector who has found it out. Then the difficulty is that if you remove the patient to the hospital and leave the people to go backwards and forwards to their work any of those who have already contracted the disease but not yet developed it, may do so at their work; the consequence is, we have wanted to keep them away from their work for the full fortnight's isolation, and we have compensated them for that.

41518. Will you explain? Supposing you found a case of small-pox in a family; I will assume that the parent is infected and is removed to one of the hospitals, how would you proceed as regards the rest of the family?—Supposing it was a working-class man, we should take the whole of the family to one of our isolation places, we should disinfect their clothes and persons; and if we thought from the length of time the disease had been running that probably some of them might be developing the disease, we should prefer to keep them all in our cottages for a full fortnight until we were quite sure that everything was safe. If amongst those people three or four had been working, we should not only keep them, but give them some compensation for the loss of money they would have sustained by being kept away from their work.

41519. Have you any considerable number of persons temporarily isolated?—We had a large number during the outbreak of small-pox.

41520. What number?—I cannot tell you what number, but it was quite the usual thing to have a whole working, class family isolated for a few days or for the whole fortnight and we greased the wheels considerably by this, although we had not legal power at that time to take them.

41521. Was the cost of this kind of segregation appreciable?—Yes, it was very considerable, and very willingly paid by the corporation. The number of cases (I got it out the first time that the thing occurred) that occurred when the people were segregated was so large, and the number of individual outbreaks thereby saved was so large that there was not a question about the advantage of it with the corporation.

41522. Assuming there were several wage-earners in the family, would they all get half their customary wage?—Yes.

41523. This worked without any friction?—Yes. I think the fact that we were giving wages made it much more easy to get the isolation; it relieved, to a very large extent, any sort of hardship; you might have been able legally to shut up a man, but in addition to that if we could say: "We pay you what you lose, or part of it," it made matters much easier.

41524. With regard to the persons who are treated in the hospital, is the treatment free?—If you mean the City Hospital for Infectious Diseases, that is entirely free.

41525. No matter what the position in life may be?—Yes.

41526. (*Mrs Webb.*) May I ask whether you ever tried to recover the cost in the early days?—I do not know; not during the seventeen years I have been there. I may say there was in Huddersfield an attempt at one time to recover the cost, or to make the people pay. I was always personally strongly against it; my reason was that if people were segregated for the benefit of the community, the community ought to pay for it. It was tried for a short time, and given up at last. It was at length put in this position, which was very satisfactory for me, that when the medical officer of health thought the patient could not be properly isolated at home there was no charge; if the patient could be properly isolated at home there was no probability of his going to the hospital.

41527. Can you tell why it was given up?—I do not know that it was ever adopted at Leeds. It was not during my time at all.

41528. You are definitely against it?—I am definitely against charging for that which is a great benefit to the community.

41529. (*Chairman.*) Passing on to the tuberculosis cases, how are they treated? If a person is removed to the hospital I presume that the corporation do not in any way compensate him by paying him half his wages?—No, that is entirely outside, we simply subscribe to the hospitals; although there is, of course, a great deal to be said about the infection of tuberculosis, we have not yet attempted to deal with it as we should deal with small-pox.

41530. Is it compulsorily notifiable?—No, it is notifiable, but not compulsorily.

41531. What is your opinion about the best method of dealing with tuberculosis? Would you be disposed to go so far as to put it on the same footing as an infectious disease, that is to say, compensate the persons who are detained, and give them a portion of what they would have earned?—May I explain? We do not compensate a person who is isolated on account of small-pox at all.

41532. It is the family?—Yes.

41533. You pay the family half the wages that the head of the family would have obtained?—No, if the head of the family is himself the patient we support the family during the fortnight, or whatever it is, and, of course, if necessary, afterwards; if the man is not fit to do work and there is no other wage-earning member of the family, which is not very common, the guardians would, perhaps, be called upon; but you will find amongst my cases, cases where we did support the family, where we gave money absolutely illegally.

41534. That is rather what I wanted to come to; it seems that you are doing in connection with infectious diseases something rather akin to what the Poor Law guardians do, you are contributing towards the maintenance of people?—Yes; but with this tremendous difference, that we are doing it in order to protect the community from infection, the Poor Law guardians are doing it in order that the persons may not suffer. Supposing, for instance, that in the case you instance, the case of a member of the family who is taken away and the rest of the family are isolated, the Poor Law guardians would say: "Well, let them work;" we say: "No, do not let them work, because they are carrying infection elsewhere;" when that danger is past, then we say: "Let them work."

41535. Tuberculosis cases are really a sort of half way between the two?—Yes.

41536. What would you be disposed to do, assuming a person came with phthisis in the earlier stages and he had to be treated? Would you go so far as to assist his family in the same way that persons suffering from infectious diseases are assisted?—The family would not be likely to convey the disease to other people, the *raison d'être* of our assisting the family is to keep persons who may have contracted the disease from going and developing the disease at their work-places.

41537. The family might become infected?—The family might become infected, but it would not be an acute infection communicable in the same way as small-pox is.

41538. It has been argued by some that as phthisis so affects the health of the community, phthisis cases ought to be so treated?—I should put phthisis as a notifiable disease without any of the "ifs" and "buts" which were put by the Local Government Board into the Sheffield Act.

41539. Then comes the difficulty that the cases are very long cases?—Yes, they are long cases.

41540. The man who is suffering from that ailment knows that, and it is a deterrent to him coming forward, has that been your experience?—I think that would be so; but my experience varies in different ways. It has come in different ways; I have had people come to me personally as a physician to know whether they had consumption or not. I do not think those people would communicate with the authorities unless the authorities were inclined to help them in some way; if it was a question of penalising him by putting him into a hospital and not letting him work, I do not think we should hear of any case voluntarily.

41541. That is rather what I was trying to arrive at. If you want to largely reduce the number of phthisical cases you must make it easy for the persons suffering from it?—Yes, I quite agree with you; but you are putting it as analogous to our dealing with small-pox cases. I point out the difference, that the one is a much more actively contagious disease than the other.

41542. Is phthisis very prevalent in Leeds?—No, our death-rate is about 1.20 per thousand of the population. Phthisis death-rate in Leeds.

41543. I think it has been told us that about one-third of the deaths of adults between fifteen and thirty-five are from phthisis?—I could not say that off-hand, but, of course, it is the most fatal of all diseases. It is diminishing in Leeds in proportion. I may add, also, that while I attach a great deal of importance to segregation of phthisis, I attach a great deal more importance to getting rid of slums, and to providing proper means for feeding people.

41544. (*Mr. Gardiner.*) You include in that overcrowding?—Yes, putting people under healthy conditions.

41545. (*Chairman.*) Let us come to the medical assistance given to the poor under our Poor Law system. You speak in high terms of the consideration shown by the Poor Law officers and so on, but you are criticising the system; should you say that the fact that this class of medical relief is associated with the Poor Law is a deterrent?—I think so.

41546. That is the result of your general experience, both as a practising physician and as a Poor Law medical officer?—Yes, people would rather come, when I was in Huddersfield as a practising physician, to see me at the infirmary than go to the Poor Law doctor.

41547. Was the infirmary free?—Yes; there was a system of recommendations, but practically anybody could get a recommendation, it made no difference.

41548. Should you say that was really a serious element of deterrent effect?—I think it was a serious element with regard to the prompt treatment of cases. A man with pneumonia, for instance, would not send at once for the Poor Law doctor because he would expect to be sent into the workhouse hospital, the Bastille as they call it, and he would send for the dispensary doctor with very much greater readiness; if he were taken into the infirmary

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Question of proper functions of sanitary authority as to phthisis.

objections to covering cost of maintaining persons segregated cause of infection.

subscription sanitary authority to voluntary phthisis hospital.

assistance by sanitary authority to persons segregated cause of infection.

Deterrence of medical relief

Dr. James Spottiswoode Cameron. he would not object to it; I mean to the voluntary infirmary. He would object to being sent into the work-house infirmary, but would not object to being sent into the voluntary infirmary as a rule.

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41549. That is at Leeds?—Yes.

41550. It would not be because he thought that the treatment in one was superior to the other, but because the one was associated with the Poor Law?—I think principally that, but I think, at the same time, he would think the treatment at the voluntary infirmary was probably superior.

41551. There is a large free dispensary at Leeds?—There is.

Provident medical clubs and effect thereon of free dispensaries.

41552. There are a certain number of medical clubs in Leeds, are there not?—Yes, I have only mentioned one particular one, but it is a very common thing to have medical clubs. Nearly all the aid societies, the friendly societies, have subscriptions towards medical clubs; in many of the medical clubs there is a contract with a medical man to attend the members of the family that are ill; they pay a small sum and get the attention.

41553. Should you say that the free medical infirmary has rather arrested the growth of medical clubs and provident medical associations?—I do not think it has, because the ordinary working man earning good wages who would go to the dispensary would only go in respect of some special thing, such as eyesight, or something like that, he would not go for an ordinary disease, but send for his club doctor, but there is a very large substratum below the well-to-do working man, people who are working people, but are sometimes at work and sometimes out of work, they would go to the dispensary and they would not usually be the provident people who would already be members of the medical clubs.

41554. They would be the intermediate class between the well-to-do artisan and those who come upon the Poor Law?—Yes.

41555. The medical officers of dispensaries could give orders on hospitals, could they not?—Yes, the case would have to be treated on its own merits, of course.

Inaccessibility of medical relief and proposed remedy therefor.

41556. Your opinion is valuable because you have had experience as a medical officer; should you say that delay often occurs from the necessity of getting an order from the relieving officer for medical help?—Very frequently; I have given you some special cases about that in my statement.

41557. What suggestion would you make to get over this delay and the deterrent effect?—I should like to see something arranged of this nature, that if a patient was ill he could send for a doctor, and that the doctor would be paid for coming to see him, and that the payment should, if it was thought desirable, be recoverable from the family through, say, the guardians, or whoever is in authority; but I think the first thing is that the patient should be seen, and that there should be as little delay as possible, and the secondary consideration should be who is to pay for it. I think the doctor ought not to pay for it; I think it ought to be done by the community in some way.

*The Witness subsequently added the following:—*A poor person taken suddenly ill should have a right to send for any doctor, and that the medical man sent for should have a right to claim a fee from the authority—whether the Poor Law authority or sanitary authority does not affect the principle. A fee ought in my opinion to be paid, even if the medical man called in in an emergency without the relieving officer's certificate be himself the district medical officer, although as he already has a retaining fee, the amount might be simply the difference between an ordinary visit and an emergency visit. Should the patient require assistance in addition to medical advice, this could be given through the relieving officer, who would report the case in the usual way to his board. If the patient were to remain a permanent pauper, attendance upon the case should be continued by the district officer, or the patient should be transferred to the work-house infirmary. If the patient was merely temporarily ill it would be better to allow the medical man first called in to continue his attendance at the cost of the rates. Medical attendance paid for in this way might be made recoverable from the patient or householder sending, if it were thought necessary.

41558. It has been suggested to us in various quarters that the provident medical institutions should be largely developed; that through them the working classes should be encouraged to get medical relief, and that where a person did not belong to such an institution and was unable to pay the cost of the medical relief, it should be defrayed by some public authority, say the Poor Law; that is rather your idea?—That is my idea, but what I mean is that the person should not have to go to find the relieving officer first and then take his order to the doctor.

41559. If that idea is at all to be given effect to, the free dispensaries rather upset it, do they not?—I should like the increase of free dispensaries; instead of having one central one with a branch on the south of Leeds, I should like to have half a dozen in Leeds.

Need of free dispensaries and question their effect on provident medical institutions.

*The Witness subsequently added the following:—*Under Section 131 of the Public Health Act, 1875, any local authority may provide hospitals or temporary places for the reception of the sick, may build such hospitals or place of reception, contract for the use of them, or pay the managers of any hospital a sum agreed upon. The most urgent need in Leeds is dispensary accommodation and this does not seem to be covered by the section. The want of some accessible place where medical advice could be obtained for young children, was much felt in Leeds last autumn during the diarrhoea season. The distance to the dispensary and to the women and children's hospital from the district in which our milk dep't was situated and the length of time that the mother had to wait before receiving attention was so great that many refrained from taking their infants to either institution, until harm had resulted. (Cases E, F, G, H, and I.) An extension of Section 131 to include "dispensary and outdoor visiting," would enable the corporation to supplement and extend the good work done by the charitable institutions in the districts most needing it.

41560. You do not think it would interfere with the medical provident institutions?—I do not think it would to any large extent.

41561. What inducement would a man have to belong to one of those and pay his 2d. a week, or whatever it might be, if he could get medical relief free?—Only the sort of feeling that he wanted to pay as he went along.

41562. It has been suggested in certain quarters that the medical assistance should be handed over to the health authority; their duties are to a certain extent similar; do you wish to have some co-ordinating influence; you see some difficulty about that, I suppose?—If one were reconstructing the whole thing, one would not have a board of guardians at all; one would simply have a sanitary authority.

Argument for and against authority for medical assistance to the public.

41563. So far as medical relief is concerned?—So far as everything is concerned. If one were reconsidering the whole thing, one would not have two bodies, one dealing with certain areas partly corporation and partly not corporation, one dealing with sanitary matters and the other with the relieving officers; one would have the same authority for both, naturally, if one were to start afresh.

41564. (*Mrs. Webb.*) You would have different committees of the same authority?—Different committees, the same as with the education authority. It is another thing to say one would alter the present state of things except by improving it. That is a sort of academic opinion that if one were starting again one would have one authority, for the whole of the area, attending on the sick and sanitary condition of the town.

41565. Supposing that you were told that the board of guardians was going to be swept away, what would you suggest?—I should be inclined to thank my stars.

41566. You would suggest that the thing should be handed over to different committees of one council?—Yes, I think so, but that of course involves very much alteration of areas, and things of that sort; I am not making that suggestion on my own part at all.

41567. (*Chairman.*) I suppose you would admit that whilst it would be possible to have started with one authority at the first, to transfer the duties that the Poor Law guardians now perform to the town council might put on them a very heavy burden?—Very heavy.

Arguments
or and
against one
authority for
medical
assistance to
the poor.

41568. And duties for which, for some years to come they would have hardly sufficient knowledge?—It would probably eventuate very much in this, as it has done with the education authority. I am speaking now of course about a county borough. It would happen that very much the same people would take on the work as a committee of the county council, that now take it on as Poor Law guardians, and they would retain their old officers in the first instance, and modify their methods by degrees.

41569. Short of transferring *en bloc* the work of the guardians to the town councillors, would it be possible, in your opinion, to transfer certain of the duties they now undertake, for instance, vaccination?—Yes, quite possible.

Proposed
transfer of
vaccination
and
registration
of births and
deaths to
sanitary
authority.

41570. And the registration of births and deaths?—That would involve of course re-distribution of areas. I mention elsewhere, I think, how the areas intersect with four boards of guardians in Leeds. If we take the whole four they cover more than the area of the city; every one of our four unions has parishes outside the city that it has to deal with; those people must be provided for either by extending the boundaries of the city to the extent of the four unions or in some way you must arrange that there is nobody left unregistered.

41571. Putting the question of area on one side, the nature of the duties of registration, I suppose, would fall in with the work of the sanitary authority?—Yes, I think registration ought to be under medical superintendence, especially the registration of deaths.

41572. (Sir Samuel Provis.) The guardians practically do nothing with regard to registration?—It is done under their auspices.

41573. The only thing they do practically is to appoint the registrar?—They appoint the registrar.

41574. As a local authority they do nothing?—I do not know what control they have over the registrar, I suppose they could turn him off.

41575. Not without the consent of the Registrar General?—In Huddersfield the registrar was the clerk to the guardians.

41576. The superintendent registrar?—I do not know what it is now, it was so when I was there; in Leeds it is different.

41577. It is almost always so?—It is in a small district.

41578. (Chairman.) Now vaccination?—I am not at all anxious to have vaccination under my control; perhaps that is cowardice.

41579. It seems to fit in with the propagation of health, does it not?—It is the proper thing theoretically that it should be under the control of the sanitary authority.

41580. It has been suggested that the relief of the poor should be put under, or associated with, the health authority, and that an attempt should be made to get the voluntary hospitals to co-operate with Poor Law dispensaries so as to have a more or less uniform scale and system of medical relief throughout an area; should you say that such a system is practicable?—I think it is practicable, but I have not seen the practicable scheme yet. I think that may be done. There is one point which I think has to be kept in view, and that is that voluntary associations like the infirmaries and the public dispensaries, tap the charitable public in a certain way, and as soon as you put the main part of that upon a board like the guardians, the charitable people say: "Well, why should I subscribe to an infirmary when I am paying rates for it?"

41581. I think the idea was that the autonomy of the hospitals would be left untouched, but they would probably have to agree to some general conditions, and I think the suggestion further was that in certain cases if necessary they should be subsidised by the local authority?—I think that would act in the same way; this experiment about tuberculosis is in point. My fellow members on that committee are inclined to say: "We have a difficulty about getting subscriptions," and that people say: "It is a very good thing, the town council subscribes £2,000, and you must get them to subscribe more if you want more."

41582. You think the mere fact of the subvention being made makes a difference?—Yes, I think the two things should be separately autonomous.

41583. (Mrs. Webb.) You would prefer to have a tuberculosis sanatorium of your own?—A tuberculosis sanatorium belonging to the corporation—I must not say that because I believe I am the *fons et origo* of the combination in this particular instance.

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41584. In a new state if you were starting afresh?—Effect on I am very anxious that the well-to-do people should charity of contribute out of their abundance to the relief of their State or rate poorer neighbours, not be compelled as ratepayers to aid.

41585. You want the State to do something, so you want a combination of the two?—I should like if possible something like this; to have the power of doing what we actually did when we were running that milk depot for the time being, to establish a small dispensary where it is needed: I arranged that some of the rooms belonging to the milk depot should be utilised for a few weeks during the diarrhoea season, and that we should get the people to come there; they could not go to the infirmary or the dispensary; it was too far off, and they could not leave their children. I should like the town to be able to supply the deficiencies from time to time, but I do not want to take away from the people who are doing a thoroughly good work the spontaneity of their work; I do not want to interfere too much with what they are doing.

41586. You want a scaffolding of municipal activity and you want a filling in of voluntary effort.

41587. (Mr. Russell Wakefield.) Is it not the other way on, that the scaffolding should be the voluntary effort and the filling in done by the municipality?—I think the two can be kept quite separate in the meantime.

41588. (Chairman.) Your practical suggestion would be with regard to medical relief, help first and inquire afterwards?—Yes, help first and inquire afterwards.

Need and
difficulties of
prompt
medical
relief.

41589. That is inverting the whole principle of the Poor Law, which is to enquire first and see whether the case is one which justifies public help?—I am speaking now as a physician.

41590. I was only suggesting to you the difficulty of adopting that principle and tacking it on to the Poor Law system?—I quite see it.

41591. It is the reverse really?—It is making them do what they did not before.

41592. It is reversing the whole principle?—It is one of those things that I want to alter.

41593. Do you think you would confine it to medical relief?—In the first instance; I do not know that I could confine it afterwards, but I think the gravamen is on the medical side.

41594. Would you go so far as to say this, that the defects of the present system are such that you think reform is imperatively required?—It depends on the intensity of the word imperative very much. I think there is great room for improvement in that particular. I have already told you my general opinion, that the whole system is theoretically wrong, but practically a great deal of thoroughly good work is being done by Poor Law doctors and relieving officers, and they are not such dreadful tyrants as they were in Mr. Dickens' time, but I do see that there are a great many cases in which there is a tardiness about getting relief owing to the unreasonableness of the methods; I do think the only reason why a man with pneumonia should be treated is because he has got pneumonia; there should not be an inquiry whether he was a wicked man when he was young; he should not be prevented from being treated because he did not do as he ought to do.

41595. Have you had anything to do with the inspection of children in the schools?—No, not the physical inspection.

41596. The eyesight or anything of that sort?—No, I have not had to do that; it has not been done in Leeds.

41597. It has been done in some towns?—Yes, but not in Leeds.

41598. (Mrs. Webb.) You have an inspector who goes into the schools for infectious diseases, have you not?—schools by We visit every school where an infectious disease is reported and follow up in many cases absentees. For authority.

Dr. James Spottiswoode Cameron. instance, if a child has developed measles in school we find out who the other children are who were absent, whether they have measles at home and so on.

19 Feb. 1907. 41599. (*Chairman*.) You do not think you are likely to undertake the duty of examining school children because there comes in a difficulty I believe as to who is to treat them?—Yes.

Medical examination of school children by sanitary authority at Huddersfield.

41600. You have not come across that in your experience?—We have not come across that, but I have really thought that the method with regard to infectious diseases, which I worked out from what I think was a suggestion of the Mayor of Huddersfield a great many years ago, would have been a successful means of dealing with it. With regard to notifiable diseases, such as scarlet fever, the idea was that the teacher had a child attending the class who possibly had scarlet fever, I had already given out circulars to teachers telling them what to look for, but the difficulty was that they were not medical men, and I got the Corporation in Huddersfield at that time to agree to pay for the medical examination of any child the teacher thought ought to be examined, and we had a form of certificate drawn up, and the teacher could simply hand one of these to the child and say, "Take that home and tell your mother you must see a doctor." Then they sent for their own doctor and the corporation paid for the doctor's opinion. I am inclined to think in some respects that principle is a correct one; that you should not too much confine the examination of children to a particular set of men, because you at once arouse the hostility of certain members of the profession, they say, "These are patients of mine, and you send a special staff of men along to see my patients, and I do not like it;" there is the same difficulty in vaccination.

Difficulty of medical attendance on school children, and need of State intervention.

41601. I assume that the great majority of these children or their families would have had no medical attendant?—Most families of the well-to-do artisan class have a medical attendant; he may be a club doctor or a private doctor, but he is the person they would send for if they were ill; they have not a medical attendant for this particular case, but the man who is in the habit of being sent for would resent the half-crown for the examination going to anybody else excepting himself.

41602. I believe that in London and elsewhere there is the difficulty (I dare say you have heard of it) that the children have been sent wholesale to be examined at the hospitals and the hospital authorities declined to examine them?—Are you speaking now of such things as eyesight?

41603. Yes?—I think it is very difficult problem; naturally eyesight is rather a speciality, and the ordinary family physician is not competent to say whether or not the child should wear astigmatic glasses; he is competent to say, "You ought to go and get your eyesight examined thoroughly," but he is not always competent to prescribe glasses.

41604. It might arise that the father of the child would be unable to pay the fee for the specialist who would have to examine the eyes?—Yes, I think that is one of those cases where the State might come in quite well, but that might be largely done of course by making an arrangement with such institutions as the dispensaries.

41605. (*Mr. Phelps*.) Do you extend that to teeth?—I would extend it to teeth eventually.

41606. Would you have a corporation dentist?—I do not know that I should have a corporation dentist, but I should like the corporation in some way to subsidise the dispensary with regard to dentistry.

41607. (*Chairman*.) Your idea would be rather the other way, to have a fee which you would pay any medical practitioner who was qualified to operate and did operate?—I think in regard to specialities like dentistry, and the care of the eyesight, you almost want to specialise the man, but with regard to ordinary complaints I would rather the medical man was paid by the State or whoever it is for the ordinary care of the sick.

Need of proper medical inspection and examination of school children.

41608. (*Sir Samuel Provis*.) Is not what you are saying rather in favour of having a special man as medical officer of the education authority to see the children?—Yes, to see them, that would be an advantage. If the thing were to turn out as I hope it will in Leeds, if I were made myself as medical officer of health the medical officer of the education department, I should then ask them to give me an assistant who would deal with the special things I pointed out to him from time to time.

41609. (*Chairman*.) Who would be able to treat these special cases?—I do not know about treatment; examination and treatment are very different things; it is rather a large thing, but I should not like to dogmatise about it.

41610. The treatment is the difficulty?—It is.

41611. (*Sir Samuel Provis*.) The education authority would not undertake the treatment; they would only undertake the examination?—I do not think it would be quite right they should undertake the treatment of, say, well-to-do people.

41612. (*Mrs. Webb*.) You would have them undertake the treatment which the people would not otherwise get?—I would have them undertake the recommendation of the need of treatment certainly.

41613. You would make them responsible for seeing the person was treated?—The child is there by compulsion, and when it is there it ought to be examined, and if the child requires spectacles then its parents should be advised that it ought to get spectacles. If they cannot get it then they come to the same position as anybody else who requires treatment and cannot be treated.

41614. But if the parent refuses?—I do not think they will ever refuse; they might refuse to pay, that is all they would refuse.

41615. If they refused to pay what is going to happen?—Then my general principle that the patient must be the first consideration would come in.

41616. Anyhow, you would make the public authority responsible to see that the child was treated whoever paid for it; that would be the first thing?—Yes, if you understand by public authority the general thing that there should be somebody; I do not say who. I do not want to commit myself with regard to that; if the Poor Law people are to continue to control the sick they must be the responsible people.

41617. Public authority as compared with private authority?—Yes.

41618. (*Mr. Nunn*.) In the first instance, is it not the duty of the managers of the school, imposed upon them by the authority that appoints them, to look after the health of the child?—Yes, but with regard to malformations of the children, such as astigmatism, that is another matter.

41619. But it would be their duty, would it not, to ascertain from what sources assistance could be obtained for the children, either charitable or otherwise.

41620. (*Mrs. Webb*.) They have no power to pay for inspection?—Inspection when the Education Bill comes up again will, I suppose, be compulsory.

41621. (*Mr. Nunn*.) Have you in Leeds what we have in London, a medical inspector coming round who says certain children require certain treatment for their eyes, and the teacher informs the parents, through the children, what it is; it is placed on a card, and it frequently happens that either the parents will not supply it or do not see the necessity of it, or simply neglect it; is it not then the duty of the managers who have to look after the health of the children to see that some provision is made, either voluntary or legal provision?—I think it is certainly the duty, but I do not quite know how it is to be done at present; it is a very difficult point.

41622. (*Mr. Russell Wakefield*.) You would place on the public authority the responsibility of seeing it done?—Yes. Question recovery of the cost of medical relief from patient.

41623. Would you give no power to recover it from recalcitrant parents?—May I repeat what I said with regard to the case of the man with pneumonia. I said if a case of pneumonia occurs the first thing should be that the doctor sent for by the patient is to attend, and that his fee should be paid directly by some public authority, either the union or the corporation, and that they should have the power of recovery, if necessary and if practicable, but in regard to the other matters these are much more slow things; you have to distinguish the chronic from the acute; in the case of what you may call a malformation of the eye, it is quite desirable it should be treated, but there is not quite the same hurry; I think you might have some more elaborate means arranged; there is not quite the same necessity that the people should go straight off to the doctor and be treated as in the case of pneumonia.

Question
of recovery
of the cost
of medical
relief from
patient.

41624. Is not that more likely to make the parent more careless on the subject?—Decidedly I think you should have the power of recovery if the parent does not do it; it should be treated as any other nuisance is treated. If a person responsible for a nuisance does not remedy it, then the authority may step in and charge him with the cost. I think there should be some power of that sort.

41625. (*Mr. Booth.*) It would give him no option of saying, if he could afford to pay, that he held the opinion that the doctor's advice was wrong?—He could consult his own doctor.

41626. You would set one doctor against the other; is the consideration merely a question of his financial ability to pay?—I am very unwilling to set one doctor against the other, and I am very unwilling that the authority should take the whole responsibility of doctoring. I think the doctor of the patient ought to be consulted in all these matters. I think in cases of astigmatism, for instance, that the people should be advised to take their child to the doctor, who would say that he was suffering from astigmatism, but he would say: "I think you had better consult So-and-so"; I should let him have an option of going into the matter.

41627. You would not leave any authority with the parent to say: I will not have my child wear spectacles?—You are removing all the disabilities about vaccination by degrees, I do not know that you can go beyond the bedrock: if a man says, "I won't," he won't.

41628. (*Mr. Gardiner.*) It might be cruelty to children not to insist on your children wearing spectacles?—That would be a splendid case for the lawyers to argue if it were taken into court.

Cases of
illegal delay
or inaccess-
ibility of
medical
relief.

41629. (*Chairman.*) You have given cases in your statement about the unnecessary delay; a good many of them speak for themselves, but I think in certain cases, although I do not want to examine you upon them, it seems almost as much the fault of the people as the system?—I think you will find in most cases where it is the fault of the people it is because sending for the doctor means making themselves paupers.

41630. Quite so; it is an instance of the deterrent effect of the system?—Yes, I have not labelled them so always. No. 28 is reluctance to enter workhouse and so on. These were cases that we looked up, they are most of them recent cases. One could by consulting the books have increased them in number, but they are illustrative rather than exhaustive.

41631. May I ask, do you still practise?—I am not in private practice; I have not been in private practice since I left Huddersfield in 1889.

Arguments
for, and
difficulties of,
the authority
for medical
assistance
of the poor.

41632. (*Mr. Booth.*) I notice you treat as almost axiomatic that in starting *de novo* one authority would be better than two in dealing with these questions. You almost considered that does not need discussion?—I thought so certainly.

41633. So that the only reasons in your mind against its adoption are the difficulties connected with existing areas and arrangements?—Yes, the areas are atrocious, but there is also this thing, that you have a certain set of men who are already in certain ways doing certain work, on the whole very well, are you going to put it into other hands?

41634. But at the present moment the objects aimed at by the Poor Law and its methods are almost contradictory, divergent altogether from the objects and methods used by the local board, the authority of health, are they not; that is to say, the public health authority persuades and even insists upon the acceptance of its services, and therefore is interested in their extension?—Yes.

41635. Whereas, the opposite element is the object and method of the Poor Law, their whole aim is to restrict?—Yes, we are compelled by Act of Parliament to search for nuisances, the Poor Law man, the relieving officer, only goes where he is asked to go.

Need for
searching out
cases of
distress.

41636. Would you contemplate revolutionising that entirely, and making it a duty of the Poor Law officer to search out, and offer, and insist upon acceptance of his services?—I am not sure that I should wish his present services to be accepted, which consist principally in sending persons into the workhouse; but I do think there should be some searching out for people who need assist-

ance, who are the very people who will not personally apply. The people who will apply to the relieving officer are not always the people who are most needing it.

*Dr. James
Spottiswoode
Cameron.*

41637. It is only if you adopt your view that the whole object and aim and methods of the Poor Law are to be altered, that it can be treated as axiomatic that one authority would be better than two. If the objects and aims remain divergent, nominally to put them under one authority, the divergence would remain, and it would not obviate the divergence?—May I point out to you that the gentlemen who manage our Poor Law are called the "Guardians of the Poor," and the theory of the Poor Law Acts is that they are to care for the poor. Then it is said as a matter of practice that there are a large number of cases of undeserving people, if you like to call them so; who apply, and you have to weed them out, and your "Relieving Officer" instead of being simply a relieving officer is a sort of detective who keeps out the improper cases; that is how the thing is worked; that was not the original theory of the Poor Law as I understand it.

41638. It has come about in practice in dealing with the cases that restriction of some sort or other should come in?—It is not the principle of the Poor Law.

41639. Would you expect that a new authority would not find the same difficulty?—There always will be the difficulty that you have a large number of people who want to get everything they can out of you, and you have to have a detective department, but may I just illustrate it. When I had the Poor Law appointment in Huddersfield for a short time, I remember a woman with neurasthenia coming to see me, she was an inmate of a model lodging house. I was inclined to be rather sympathetic with her, at the same time I did not regard her condition as a very serious one. I got a very nice note from the relieving officer a short time afterwards; "A——— K——— is a humbug." That is just the difference between the medical side of it and the relieving officer's side. This man was a thoroughly good "relieving officer" and he kept down the rates splendidly, but he started with the general proposition that everybody he had to deal with was probably a humbug, and those who were not humbugs were to be allowed to come in, but he was not unkind, he was a little bit hard; and that would apply to another case I am thinking of. This particular man was afterwards the inquiry officer to our Charity Organisation Society, the same thing came up there; he was an able man, looked at from that point of view. That is not necessarily the man I think for the guardianship of the poor and the relief of the poor. It is rather a thing that has come up in order to keep the rates down, and there might be with the sanitary authority itself a tendency to keep the rates down after a time, if you burden them very much.

The
"detective"
instincts of
Poor Law
officers and
results
thereof.

41640. There are some humbugs?—Yes, there are some humbugs.

41641. Supposing you had one authority with two branches, which there would have to be, would not the duties of the one branch be entirely divergent from and opposite to the duties of the other branch? Would you get any unity at all by combining things which are essentially divergent?—I do not admit the divergence; they are complementary, not divergent.

41642. (*Mr. Russell-Wakefield.*) With regard to the assistance of persons segregated on account of infectious diseases, have you ever had a case where those you have paid part wages to and kept away from work have lost their work altogether?—There have been cases, but they are very rare, because, generally speaking, we are in communication with the employers of the work people and get their places kept for them.

Assistance
by sanitary
authority of
persons
segregated
because of
infection.

41643. You have some cases where they would not do that, I suppose?—I do not remember any case at the present time.

41644. You do not know whether you accept any responsibility with regard to the loss of the place altogether?—No, we do not; but I do not think those cases are at all common, there is always a certain amount of change taking place. For instance, a man is working in a gang at an iron foundry; when his work is done if he loses his work he, perhaps, does not get put on again, but a fortnight afterwards, perhaps, he gets put on to another gang. I think in those cases where such a thing was complained of it was explicable on those lines.

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Question of
amalgamat-
ing Poor Law
unions in
Leeds.

41645. You feel strongly on the subject of the four different unions within the single city of Leeds. Do you feel that it would be a desirable thing to have only the one union in the same district that you have the one municipal authority for?—I think it would be better; but in that case you would have to extend the municipal boundaries to the edges of the present unions, or you would have to deal with the smaller and less populous townships in other ways, they are at present under other authorities.

41646. That only means looking after a population of about 20,000 more people, does it not?—There is no difficulty about the corporation taking it all in.

41647. Would the localities themselves take any objection to their being absorbed?—We proposed to extend our boundaries over the area of the Hunslet authority, and we were strongly opposed by the Hunslet authority.

41648. If any attempt were made to make one authority for Leeds with regard to Poor Law administration, do you anticipate there would be great objection taken to that?—I do not think there would be any great objection about combining the four unions into one, I think the objection would be to the extension of the town.

41649. (*Sir Samuel Provis.*) This was proposed a few years ago and there was the very strongest opposition?—I did not know that.

41650. An enquiry was held with a view to combining the four unions, so far as the parishes in the Borough were concerned, somewhere about 1890, and the opposition was so strong that it had to be dropped?—I did not quite know that it took that form, I was in Leeds in 1890, there was a re-distribution of boundaries in Hunslet and Holbeck, a little time after the Census.

41651. There was a proposed union alteration?—I think so. I may say I should not attach much importance to the official opposition.

41652. This was the opposition of the ratepayers?—I do not think the public would very much object to the combination of the four unions into one if they were already in the borough, but the difficulty would be that you would be introducing outside districts, and some of them object to paying the borough rates.

41653. The point was this: they did not like losing the outside parishes which must have been taken off if you made the union co-terminous with the borough?—That is my point.

41654. (*Mr. Russell Wakefield.*) Supposing you extend the borough to include these outside places, which have a population of something like 20,000 or 30,000, do you think the same objection would be taken that Sir Samuel Provis has spoken about to one union for the whole district?—I do not think so; I think if you bring the whole of the areas of the four unions into the city first and then get rid of the objection to making these outside people pay city rates, the other objections would be trifling. Of course, I do not speak with any authority on that matter.

41655. With regard to the dispensary at the offices in the South Parade which the Leeds Guardians have, is that exactly on the same lines as the out-patient department in the ordinary hospital?—Very nearly, I think.

41656. There is practically no difference?—Very little difference.

41657. (*Mrs. Webb.*) They visit in the homes at the Leeds Dispensary?—Yes, the dispensary officers visit at the homes, but then, of course, the district medical officers also visit at the homes.

41658. (*Mr. Russell Wakefield.*) Supposing I choose to apply to one or other of the out-patient departments, they are practically run on the same lines?—Except that there is no relieving officer at the dispensary and your means are not investigated into; and the inquiry whether you are a good man or a bad man does not come up.

41659. It says here, "At which the members of their staff in charge of these central parts attend on every morning of the week and see casual cases"?—Yes.

41660. Supposing I arrive at that particular dispensary, am I attended to at once without inquiry?—I am not quite sure whether you go to the doctor first or the relieving officer, but you would see them both.

41661. They are both there on the premises?—Yes.

41662. I am talking about the union dispensary. What I want to know is whether, if I go there as an out-patient, I first of all see the relieving officer before I get my medical attention; perhaps you do not quite know that?—I think you see both, but I do not know which you see first; I think if you are very ill it is likely they will send you in to the doctor first.

41663. (*Mr. Nunn.*) You have the voluntary notification of phthisis in Leeds, I think?—Yes.

41664. You have not overtaken in actual numbers your deaths yet I see from your annual report?—Just approximately, they are very nearly together.

41665. What percentage of persons who ought to receive some kind of visitation for phthisis do you think you do not touch at present?—I should think the probability is about 25 per cent. I think it is possible that many of the cases that I enumerate have been reported twice; it is very difficult to be quite sure about that; I think we do not get the very early cases, and we do not get the private cases in the well-to-do houses so much, there is a hesitation about reporting them.

41666. Do you get most of them from the Tuberculosis Society in Leeds?—I do not think we get most of them from the Tuberculosis Society; most of them come from the dispensaries and the private practitioners, and especially the district medical officers; but I do not think we get the whole of the cases in private families unless they are advanced cases where the medical man in attendance thinks some disinfection necessary, then we get them notified as cases to disinfect. Of course we know the cause of death, and we visit every case where there has been a death and get as much disinfection done as possible.

41667. There is no voluntary visitation in Leeds?—No.

41668. Even the Tuberculosis Society does not keep in touch with its cases?—No, the Tuberculosis Society is like others; they take the cases which come to them or are recommended to them, there is no searching for cases.

41669. When they have once been in hospital are they not kept in touch with in their homes by visitors?—I do not think they are.

41670. Do not even your visitors do that?—No, we have not time, for one thing.

41671. What is the extent of the work that is done upon a case of phthisis which is notified?—We examine the house thoroughly, and we recommend the people to have occasional disinfection done. Of course the case is reported to me in a general way and entered in our book; we are inclined, if we think something can be done, to recommend them to the Tuberculosis Society, but we also advise them about the use of pasteboard sputum boxes and things of that sort, and about the necessity of not sleeping too many in a room, giving the patient who has phthisis a separate bed if possible, if not a separate room; if the house is overcrowded advise them to get out of it. It is only a thing we are attempting at present, we have not done what we have in small-pox or scarlet-fever cases.

41672. You pay one visit in each case?—About one visit.

41673. (*Mrs. Webb.*) Do you see any advantage in a systematic medical inspection, health visiting by qualified health visitors like you have in Leeds, of the whole of the poor classes of property?—It is one of those things one would like to have, but it is very costly.

41674. What would it cost, because we have had evidence on that point? How many of those admirable ladies that you employ would you require to have a health visiting of all the poor class property? Take, roughly speaking, the class of property to which the school attendance officer goes?—It would be a pure guess. I have got seven ladies at present as inspectors; if you were to multiply them by five, I should be able then to deal, perhaps, with one little district of the town systematically and house to house. We are examining for sanitary purposes every house in the borough house to house, but it has taken years to accomplish it; we have not quite accomplished it yet in the borough in the seventeen years I have been there; to do the other would take practically as long.

41675. Have you ever calculated it out?—No, I have not calculated it out at all.

Comparison
between
Poor Law
dispensary
and out-
patient's de-
partments of
voluntary
hospitals.

Comparison
between
Poor Law dis-
pensary and
out-patients
departments
of voluntary
hospitals.

Voluntary
notification
of phthisis
at Leeds and
results
thereof.

Absence of
visitation of
phthisis
cases in
Leeds.

Procedure of
notification
of phthisis
in Leeds.

Staff and ex-
penditure
necessary for
adequate
medical
inspection in
Leeds.

41676. Dr. Meredith Young suggested that he could do it for a ½d. rate, or something under 1d., he said?—That means about £6,000 or £7,000 in Leeds. You would have a great difficulty in adding a ½d. rate for sanitary purposes at present.

41677. No doubt, but I wondered whether that was anything like it?—I cannot tell at all offhand.

41678. You think if it could be done at what we should consider a reasonable cost, or what would be considered by some people a reasonable cost, it would be desirable?—I think it would be serviceable, decidedly, but the question comes whether that is not a thing that should be done to some extent by voluntary effort, organised, perhaps, by the Charity Organisation Society.

41679. Could you do it in the way they do it at Huddersfield, organise the voluntary effort under the medical officer of health, supposing you gave him power to do it?—That, of course, is for a particular purpose in Huddersfield, it is for the care of newborn infants. I do not quite know how Huddersfield will work out in the long run. It was started with a voluntary effort under the medical officer of health, then two paid inspectors, who are both medical women, were appointed, and the work is supposed to be done under their supervision. You will doubtless have representatives of Huddersfield before you and hear all about it. I do not know how the thing works, it is very difficult to dovetail voluntary work and inspectorial work.

41680. But still, you want this inspection, do you not?—I want this inspection. One of the great difficulties in the case, if you go in for voluntary inspection, is that you get a tremendous number of cases that you cannot deal with reported to you. On the other hand, if you go in entirely for paid inspection, you are apt to turn your visitor into, shall I say, a "Relieving Officer?"

41681. But supposing they were not permitted to give relief?—I mean relieving officer in the sense of the person who discovers improper cases; I am using it in the detective sense.

41682. But surely it depends entirely, and this rather bears on Mr. Booth's question, on whether the service that you are pressing or withholding is a service which it is desirable in the interests of the community, should be pressed on the people or only given in the last necessity. Hygienic advice and careful diagnosis of disease with a view to prevention you want to press on everybody?—Yes.

41683. You do not necessarily want to press bread on everybody?—But I want to know everybody who has not got bread, as much the one as the other.

41684. Whereas it is desirable that everybody should be medically attended?—I think perhaps we are rather looking at it from different points of view. It is desirable that everybody ill should be medically attended, and it is desirable that everybody should be instructed to some extent in ordinary hygiene, but I think we have to hope for that largely from the education department in the future, that no child will be brought up who does not know a little bit of the elements of hygiene.

41685. Have you not found your infantile inspector women rather useful?—Very useful, but they are for a limited area and for a limited purpose.

41686. They do teach the mothers better hygiene?—Yes.

41687. Do you think the amount of free medical advice or free hygienic advice you are giving by these paid infantile inspectors diminishes the parental responsibility?—Not at all, it increases it rather than diminishes it.

41688. You think at any rate hygienic advice given free to everybody would increase responsibility and obligation?—It would depend a good deal upon how it was given. With regard to these ladies who go and visit the houses where children have been born they have to be very careful about how they go on; they make friends with the women, and then the women consult them about things, they talk it over, and I think the value of their services has been very great.

41689. They increase the feeling of obligation on the part of the parents?—Yes, they get the mothers to feel their responsibility about the infants, they do not diminish it at all.

41690. We had it given in evidence by a medical man of Leeds that there was a good deal of pauperism brought

about by syphilis; he suggested that the treatment of syphilis should be transferred to the municipal authority. What do you think about that?—I have not considered that at all really. I do not want a notification of syphilis. I think that the things that we want to have notified are the things which are immediately contagious, not that I say syphilis is not contagious, but what we should have notified would be secondary and tertiary syphilis, and not primary syphilis.

41691. You do not agree with him in thinking that it is a very grave cause of pauperism?—Yes, I think it is a very important cause of pauperism.

41692. And some active preventive measures should be undertaken?—I have not thought about that view of it at all.

41693. You have not thought about it?—No, I have thought about the subject of syphilis, but syphilis is not a disease which is confined to the poorer classes at all.

41694. With regard to midwives, is it true that there is likely to be a scarcity of midwives because the old gang is going out and the certified woman has not come in?—I think there will probably be a supply adequate to the demand in time. At present there will be a little bit of difficulty because some of the old gang have not been registered and are still going on practising without being registered. The sooner the old gang goes out the happier I shall be.

41695. Do you advocate the payment by the corporation of the medical attendants in cases where they are called in?—I do not know that the corporation in the present state of things is the proper authority to do it, but I do advocate that the medical man sent for to a woman who is flooding should be paid by an authority, and that authority should have the power to take proceedings if necessary to recover the cost; whether that authority should be the corporation or the Poor Law guardians I have not formed any opinion.

41696. It has been suggested to us that it is not safe to do as Liverpool did, permit the patient or the midwife to call any doctor in that they selected, because it would lead to a certain amount of collusion between the baser kind of midwife and the baser kind of doctor; what do you think?—I think there is a danger of that; I have known cases where a midwife has been sending for an unregistered practitioner. The great difficulty at present is that we cannot get the medical man to go because he is not to be paid. I am not inclined to attach much importance to the difficulty you name, because I think we could control that; if there were collusion we should very soon find it out.

41697. You want to have a medical man supplied somehow or other?—I want to have the medical man supplied, but I am not inclined to say he should always be the Poor Law medical officer; I think the Poor Law medical officer is the natural man, and I have tried to arrange with the clerk of the Leeds Board of Guardians to see that they shall get paid, and Mr. Ford is anxious they should get paid if they go to these cases.

41698. (Miss Hill.) I do not quite gather whether you look for improvement in health to the gradual extension of municipal trading, such as this supply of milk, with or without charge on the rates, rather than to the growth of intelligence, providence and energy on the part of the members of families?—I regard the latter part as of more importance and more hopeful, but in order that people who have a certain amount of intelligence may be able to get what their intelligence would dictate I think we require to supply, to the poorer districts of the town, a milk which shall be free from danger.

41699. At a distinct cost, not on self-supporting or sound financial principles?—Self-supporting if possible, but by all means the milk whatever the cost.

41700. You are not afraid that by saying "by all means the milk" first of all you are very materially diminishing the chance of the gradual education of poor people to see to their own affairs more or less?—I think I am perhaps misunderstood. I understood that I first of all agreed to the latter part, that gradual education was the most important and most hopeful thing. As I said about consumption it is the general rather than the special improvement we want, but with regard to the particular district in which this milk depot was founded, it was to deal with one particular district in which there

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Question of adequacy of supply of midwives.

Difficulty as to payment of doctors called in by midwives.

The functions of milk depôts and education in improving public health.

Advantages and difficulties of municipal milk depôts.

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was the highest mortality among infants. We examined the milk supplied in that district at the shops, and it was not such as one would like infants to have; the only milk that these people could get was this bad milk, weak milk and foul milk; it was not intended it should cost the ratepayers anything in the long run, but in the meantime it was necessary to supply the milk. I hoped the corporation would have gone on and supplied the milk in that district; I was not proposing they should do it under cost price, I mean they should not undersell the ordinary milk man.

41701. In order to make it self-supporting you would have gone on to take farms, cattle and so on into the hands of the municipality, would you not?—Yes.

41702. You do not think that the better line of advance would have been more inspection of the milk, and a higher standard with regard to it?—These things should we also have done; I think we are about as well inspected as any town; we have a veterinary surgeon who examines all the cows in all the dairies in Leeds. I have no power to go outside Leeds, unless I have reason to suppose there is disease resulting.

41703. You did not find that inspection sufficient to raise the quality of your milk to what you desired?—No, I found that in certain districts of the town the milk was very bad, I mean as milk. The inspection of the cattle is an inspection largely on account of tubercle. I think I may say we have very few, if any, cattle in Leeds suffering from tubercle of the udder, because we are examining them so frequently that it does not pay to have them, but the milk may be bad although it is not tuberculous, and we cannot have such an army of men as would be necessary to sample every specimen of milk sold. The ordinary sampling of milk until recently with us has been as to the chemical quality of the milk, how much cream and so on; the milk in this district is very deficient in cream, but we found if we examined it bacteriologically, that although it was deficient in cream, it was thoroughly efficient in the quantity of germs. What we particularly want is to educate the milkmen and to show how milk can be produced comparatively pure; there is plenty of good milk in Leeds, but in this district there was none, or hardly any.

41704. Would your action, if it were taken by the corporation, tend to bring other traders into the district or to keep them out?—It would tend to bring them into line with our ideas.

41705. Better than any system of examination?—I should combine the two, examination would go on as at present, but what we want to do is to show milkmen that milk can be kept quite clean.

41706. You do not think there is any danger of undermining the self-supporting character and the care and energy of the people by means of such experiments?—I do not think so.

Advantages
and dis-
advantages
of one
authority for
medical
assistance of
the poor.

41707. With regard to one authority for dealing with the Poor Law as well as with other municipal work, do you think the same kind of men or women would be elected to deal with the drains and the roads and the assessment as you would chose to deal with the relief of the poor. Do you think there would be the same kind of persons elected?—No, I think probably one would function the particular men elected. I should like the relieving officer to know a little more about drains, it would be useful; at the same time his function would be rather to enquire into the circumstances of the people and their needs; but they are very much the same class of people, our inspectors get made into relieving officers and collectors, and all sorts of things.

41708. I was not thinking so much of the officers as of the bodies charged with the responsibility; whether you would elect the same men for councillors, or for guardians?—They are very much the same. The councillor is recruited from the ex-guardian to a very large extent. If a person wants to get into public life in Leeds he can generally get on to the board of guardians most easily. He remains a member of the board of guardians for a year or two, and then he tries for a position in the town council; the fact that he has to contest practically the same district enables him to get in more easily. A large number of our town councillors are ex-guardians; they are that type, the same class very much.

41709. You think the qualifications are much the same?—Very much the same, a good business capacity is what we want for both.

41710. Has it occurred to you, if a large number of duties were entrusted to one body which therefore has to act by committees, that body itself will become unmanageably large for the purpose of business?—Not if they thoroughly trust their committees. I think the great fault of our present municipal system is that we have too large committees, and they do not trust them completely. I would like to see the Government method of having a president, a secretary, and two members who do not generally attend, to form the committee, and let them be responsible to the whole House. In Leeds we have been diminishing the number of members on committees and making them more responsible; everything has to come up for confirmation before the council.

41711. If you add the whole of the duties of the guardians on to the corporation you would have to have a large body, I suppose?—Yes.

41712. Do you see any objection to that?—None.

41713. You do not object to very large bodies?—No.

41714. (Chairman.) You say the milk which was sold by the ordinary vendor was bad. Was that on account of its being watered; you say it was of an inferior quality?—I think it was of inferior quality, probably watered. I am not provided with analyses to show that, but the difference between their milk and the milk we provided was so obvious that people drew attention to it, and wanted to know where we got it from. The badness I was thinking of was the bacterial richness.

41715. (Mr. Phelps.) You have had some experience of medical clubs?—Not personally, I never had one in practice. Medical clubs and objections thereto.

41716. Do you know how far in Leeds they cover the ground, what sort of proportion of the poor belong to them?—I cannot give you anything exact with regard to that.

41717. Do you know how far the medical profession is satisfied with them?—I think they would be better satisfied if the fees were larger. Really my only objection to medical clubs is that the medical profession is ground down to very small fees, and that the work in consequence is to some extent, as all contract work is apt to be, a little carelessly done. I do not want to reflect upon the medical profession, but if a man is paid 2s. 6d. or 3s. 6d. for attending a man all the year round, and that man should send for the doctor late in the afternoon after he has had a busy day he would be very apt to put off going till the next day.

41718. Have you any experience of the provident dispensary system?—No.

41719. Does that obtain in Leeds do you know?—Except I think in the way I have mentioned in my Statement, that there are medical men employed by certain of these clubs who give their whole time to the work, who live on the premises, and see patients on the premises.

41720. The provident dispensaries are rather different from that?—Yes.

41721. Supposing that the system you advocate was found to be at any rate impracticable at the moment, do you see your way to any discrimination between kinds of illness which might be treated publicly or left to the man to deal with himself. Could you draw a distinction between institutional sickness or institutional relief and other relief?—I am not sure that I gather exactly the meaning of your question.

41722. As the Poor Law is worked at present medical relief may either be in an infirmary or hospital or at the patient's own home?—Yes.

41723. Do you think you could draw a distinction between those two?—I think in several cases you would have the distinction; whether the patient is to be treated in hospital or at home would have to be left to his own doctor, who might be the Poor Law doctor. The Poor Law doctor being like the club doctor, a man who is paid by contract, naturally is inclined to send the patient into hospital rather than treat him at home if the case is likely to be a long one, and it is better for the patient that he should be treated in the Poor Law infirmary than at home in most cases.

Possibility making institution medical relief, leaving non-institutional medical relief to charity or provident effort.

possibility of 41724. The majority of cases prefer to be treated in their own homes?—I think they would prefer it in many cases.

41725. Do you think you could draw a distinction in order to provide for treatment at home but if the illness was sufficiently severe for the case to go into an institution?—Is the relieving officer or the medical officer to provide for the distinction?

41726. The medical officer?—The medical officer sees the patient, and he is to decide whether the patient is to be treated at home?

41727. A medical officer does that?—Shall we say the district medical officer for the time being?

41728. Yes?—He is sent to see a case and he has to decide whether the patient is to be treated in the Poor Law infirmary or to be treated at home; is that your question?

41729. In an institution or at home?—Yes, I think he is the man to decide that distinctly.

41730. What I want to get at is this; I quite see from your point of view the advantage of treating all people free at once medically, and making the question of payment a subsequent question, but supposing that was impossible at the home, do you think it would be possible to make institutional treatment free, or a good thing to do that, and leave other treatment to a man's private management?—I do not think it would be, because, to take a case of pneumonia for instance, the man does not know he has got pneumonia; it is not till the doctor has seen him that the doctor knows whether it is a case of pneumonia, or merely a bad cold; he has perhaps to watch him for a day or so before he is quite certain, and take his temperature; then comes the question, is this a case which is going on for a few days, or a case which is going to be suddenly well.

41731. Do you not think you might draw a distinction as to severity; that some things the man ought to provide for himself, he ought to belong to a dispensary or club; but other things are so severe that they ought to be provided for by the infirmary?—I do not think you could. It is almost impossible to say with regard to a certain case in the first instance. There are a great many cases of pneumonia. A man is knocked down and whether he is provided or not he ought to be treated; if it is going to be a long case I think it is better he should be treated in an infirmary. There is one case I remember when I was Poor Law medical officer, it was a case of a compound fracture, and the man was unwilling either to go into the Poor Law hospital or even into the general infirmary; I was younger in those days than I am now, and was willing to treat him at home for the sake of treating a compound fracture. The relieving officer said; "you are not bound to, we have offered him the infirmary or the Poor Law;" the man was unwilling to be treated anywhere than at home; it was a great mistake; the difficulty was that although the medical part of the treatment was all right, "although I say it that should not," the man was not receiving the support and nourishment which he needed; treatment at home is very difficult unless you find the additional requisites.

41732. What you say with regard to medical attendance raises a very important question; I quite see medical attendance very often implies nourishment?—It does.

41733. What would be your rule or suggestion with regard to that?—I do not think it would be desirable to treat a case at home unless you could get the nourishment necessary and the nursing.

41734. Supposing a man sent for a doctor, and the public doctor goes, is that doctor to have the power to order nourishment, and is that to be supplied at the public cost?—He has it under the present state of the Poor Law.

41735. Taking your ideal state of things; in the present state of things the question of granting nourishment is limited to destitution, but in your case it is given as medicine?—Yes.

41736. Are you prepared to advocate it should all be given at public cost?—If it is needed, yes; it ought to be given in the relief.

41737. And the medical man would decide?—I should not allow the outside medical men to decide that; if I may draw the distinction that if a man is taken ill suddenly and sends for his own doctor, or his usual doctor, that usual doctor should attend and be paid for by some

one where the case is to be treated at home; naturally the people who would have to pay for the relief would have something to say whether it should be treated in the hospital or not.

41738. Whether it should be treated in the hospital or not, I want to know how are you going to settle that the nourishment which is an integral part of the treatment should be provided for under your scheme?—That would have to come through the relieving officer.

41739. You would have to have some organisation?—Yes.

41740. (*Mr. Gardiner.*) Why should not his own medical attendant order the food that is necessary, that would be supplied by the guardians; the guardians would declare the man on relief and recover from the patient if the patient was able to pay?—I think that is practicable.

41741. If you can get the guardians to discharge that kind of work?—Yes.

41742. (*Chairman.*) If a man is not to be disqualified by getting medical relief, would you put the sustenance that was ordered under the head of medical relief?—I think at present it is regarded as that. There used to be a distinction in olden times between bread and other things. I once ordered bread, and I was told by a relieving officer I need not order bread, he could order bread, but I thought the patient should have bread.

41743. (*Mr. Phelps.*) The doctor may say the illness is the result of malnutrition and order what was the natural remedy; do you think that is a power to put into the hands of the medical faculty?—Into the hands of an outside medical man?

41744. Or any medical man?—I think there would be difficulty about that certainly; but I think that my meaning was that the first and immediate call should be attended to immediately, and that the necessary relief should be given immediately. Of course sustenance or anything of that sort, when required, or a basin of beef tea, I think the man sent for first should be able to order.

41745. (*Mrs. Webb.*) Would it not be possible to make this distinction, suppose you transferred the whole medical attendance with the hospitals to the sanitary authority, and then permitted the medical men engaged by the sanitary authority to say to the Poor Law authority: "This case can be treated in the home; if you refuse maintenance I must take it into my institution, because it is generally desirable that the case should be taken into the institution where it will be maintained," obviously you might make it a little bit deterrent giving maintenance in the homes and giving the alternative of either getting poor relief as a destitute person or being taken by the sanitary authority into an institution where they would get maintenance as a matter of course?—Would the institution be the same institution that at present is called the Bastile?

41746. No, the isolation hospital sort of institution?—That is a new infirmary intermediate between the workhouse infirmary and the general voluntary infirmary.

41747. I am supposing that the whole question of medical treatment is transferred to the sanitary authority?—You would transfer the Poor Law workhouse medical hospital at the same time?

41748. Yes, the sanitary authority would have the whole medical treatment of the poor, indoor and outdoor; if you wanted to treat a case in the home and it was destitute it would have to go to the Poor Law authority and ask for maintenance, and if the Poor Law authority refused that, except in the case of sudden urgent necessity, then the sanitary authority would take it into the hospital?—I do not think that would be a desirable way of working; I think we should have constant conflict between the authorities; at present we work amicably.

41749. But you do not do the work?—We leave that part of the work out.

41750. You do not do what you want to do, which is to give thorough medical assistance to the poor. You have no thorough medical assistance for the poor?—No, we have not; we have the difficulty that the person is faced with the relieving officer who says: "It is quite true you are very ill, you must go into the workhouse."

Dr. James Spottiswoode Cameron.

19 Feb. 1907.

Question of medical comforts.

Proposed redivision of the responsibility for maintenance of indigent sick between Poor Law and sanitary authorities.

Question of medical comforts.

Dr. James
Spottiswoode
Cameron.

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Deterrence
of medical
relief.

41751. There is a definite evil you want to get rid of?—Yes, and the objection about workhouses is exactly that it is the workhouse at all, the workhouse hospitals are capital hospitals; the difficulty is that the man will not go there because it is a degradation; he puts off going there until the evil has become so much more serious that it is probably fatal.

41752. He would not put it off if it were a municipal hospital like an isolation hospital?—If it were the ordinary infirmary he would not put it off if he had an opportunity of going to the present infirmary.

41753. If it was a municipal hospital like an isolation hospital?—I do not know about that; at present the people look at it from this point of view: We are rate-payers, we are paying for this hospital, and our children must be treated in it.

41754. (*Mr. Phelps.*) Have you any plan for bringing all the hospitals into line in that way. Do you think they could be arranged under a central authority in the town?—I think it could be done, but I have not attempted to do so; it is a very big scheme.

41755. (*Sir Samuel Provis.*) Is the Poor Law infirmary at Leeds separate from the workhouse?—It is in the same grounds, the same curtilage.

Question of
deterrence
of medical
relief in
separate Poor
Law
infirmaries.

Mr. BENJAMIN NORTH, called; and Examined.

Mr.
Benjamin
North.

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Huddersfield
social and
industrial
conditions.

41761. (*Chairman.*) You have been good enough to prepare for us a paper, I believe, which we may take as your evidence-in-chief?—Yes.

(*The Witness handed in the following Statement.*)

1. The Huddersfield Union contains thirty-four townships, or seventeen agricultural districts and seventeen manufacturing districts. Since the year 1871 there has been an increase of population of 32,000 in the above manufacturing districts and a decrease of population of 6,000 in the aforesaid agricultural districts.

2. With the exception of a few short periods of depression, there has been a steady increase of production in the textile industries, such as spinning, weaving, dyeing, finishing, and machine making, and it is my firm opinion that if agricultural pursuits could be fostered and encouraged there would be no one out of employ except the idle and the vagabond.

Expenditure
on drink and
amusement
causes
pauperism.

3. Though the large majority of the working classes of this union are fairly steady and thrifty, I am sorry to find so many young men who spend too much of their earnings on strong and drugged ales, and on amusements; such as these ultimately come (with their wives and families) upon the Poor Law with an impaired and broken constitution.

Destitution
as a condition
of relief and
cases illus-
trating its
hardship.

4. To me the Poor Law and its administration is very peculiar and many a time very unjust; it is written that unless a person be thoroughly destitute he or she cannot be relieved.

5. Take the case of a widow with five children; the oldest is twelve years, the youngest one and a half years of age. Her last shilling may be spent, but because she has a comfortable home she is told by the guardians and relieving officer to seek some employment or sell some of her furniture; she afterwards goes out charring and washing, and keeps the oldest child from school to nurse the baby. She cannot earn sufficient to make ends meet; the children go short of the necessities of life: she is driven to the street and to acts of indiscretion.

6. Take the case of a friendly society member and his family. He was stricken down with pneumonia, which left him with consumption. Out of 30s. per week he had made a comfortable home and had saved a few pounds; after he and the family had exhausted their savings and gone through his sick allowance of 10s. per week he applied for Poor Law relief; the guardians granted him, his wife, and family of four children the magnificent sum of 8s. per week. The members of this lodge promoted a concert for his benefit, which realized £11, and which was promoted in order to clear off what sums were owing to the grocer, and the butcher, etc. As soon as the lodge handed him the amount the relieving officer and

41756. Is it not regarded as a separate institution by the poor?—No, it is regarded as part of the workhouse in each of the four unions.

41757. Supposing it was a different institution quite on a different site?—You mean like Notting Hill?

41758. Yes, many of the London ones; would that objection on the part of the poor disappear?—I think it would disappear in time, especially if you adopted Mrs. Webb's suggestion of putting it under the sanitary authority and let admission go from the sanitary authority rather than the relieving officer.

41759. Although they are under the Poor Law administration that feeling of unwillingness to go into infirmaries has disappeared largely, has it not?—Yes, I think it has; in London all your fever hospitals are under the Poor Law authority.

41760. Fever and small-pox are both under the same board, but taking the ordinary infirmary, we have had evidence that people who are not ordinary pauper people are quite willing to go into those infirmaries?—It would not be so in Leeds at present. There are plenty of people willing to go in and Leeds is enlarging its wards, and as you saw the other day, building new wings and things of that sort; but a number of the patients that ought to go in are not willing to go in. People will delay the application for relief because it is associated with pauperism.

the guardians stopped his relief and told him they could not give him any more relief until he and his family had lived on the £11.

7. Take another case, that of a deserted wife with six little children, the oldest being too young to work. When her husband ran away she was earning by laundry work at home about 8s. per week, besides keeping her family in order. She applied for some help to the Bradford Board of Guardians, who told her they could not give her outdoor relief, but they would give her a ticket for the workhouse for herself and children. Ultimately this respectable, painstaking, hard-working woman was compelled to accept the workhouse. When my attention was drawn to the case she and the children had been in the workhouse six months, and for two months she was not allowed to see her youngest child. I took the case in hand; I applied to the House Committee to allow her to come out of the workhouse for a few days and leave the children in, in order that she could get a cottage prepared for them, but the guardians refused, and she was compelled to bring out the children. A few of the friendly society members of Huddersfield found them beds for a few nights and in a few days the family were put into a cottage. She again applied for out-relief, which was again refused, but when the guardians were induced to visit the cottage and see the children the No. 2 section of the Huddersfield Union unanimously agreed that it was a deserving case to be relieved. The clerk of the Huddersfield Union said it cost the Bradford Union £2 per week during the time the family were in the workhouse.

8. Before I conclude my remarks on this subject I will quote one peculiar case of administration of Poor Law relief in the workhouse. Three meals per day are served out to the inmates of Crosland Moor workhouse, rice milk being one of the tabulated diets and served twice per week. On cooking this diet a large quantity of fat is mixed into it, and the consequences are that many of the aged inmates, both males and females, cannot eat it because it makes them ill. I have noticed ten of these dinners served out to the poor old folks who preferred to go without dinner sooner than be made ill with the fatty rice milk. The attention of Dr. Fuller (medical inspector) was drawn to this matter and he advised an alternative diet for such persons as could not eat it, but his advice has been set at naught by the master, matron, and superintendent nurse. Before these aged persons can have an alternative diet they must declare themselves sick and go into the hospital.

9. I am opposed to the granting of a ticket for the workhouse to aged persons who can live with some degree of comfort with their relatives and friends, provided they can have sufficient outdoor relief.

Case of
respectable
deserted w
offered
workhouse

Unsuitable
diet at
Crosland
Moor
workhouse.

10. I contend that when a man has reached the age of sixty-five or seventy years, has been a good and true citizen, paid rates and taxes and all due demands for forty-five or fifty years, he should not be treated as a pauper, and should not have the workhouse pointed out to him as an abode for his or his wife's declining years. He should not be penalised because he has been unfortunate. He may have had hard work and little for it—long hours and long exposure, employment often like the chemical labourer or the steel grinder, very unhealthy, or like the miner and the scavenger, disagreeable and offensive. He may have been exposed to sickness without comforts and to old age without alleviation; doomed sometimes to look on the illness of wife and children and feel that the comforts that might restore them are beyond reach; forced to continue this drudgery and carry the burden in old age with hardly a hope of relief.

11. As the cost of maintenance in the workhouse is about 9s. per head per week, I consider it more economical to grant the deserving destitute old people 5s. per week out-relief.

12. I would let the workhouses be open to none but the weak-minded, imbeciles, epileptics, and the hospitals for the bedridden and diseases which cannot possibly be treated and attended to properly in and amongst a working man's family at home.

13. When outdoor relief is given to the destitute, aged and infirm, let it be sufficient for food, clothing, fire and shelter, and let such out-relief be taken to their homes and given into the hands of the recipients instead of, as at present, compelling the aged men and women who are ill and infirm (and scarcely able to walk), to walk a mile in pain and punishment to the pay stations, or otherwise to pay out of their little relief sums of 1d. and 2d. per week for some one to bring it to them. Why should not the receiving officers or the guardians in each district, like the friendly societies' sick stewards, take it to them, and be more in touch with the varying and altered circumstances from time to time? I have known relief given and sent to a home where the income of the family of four persons was no less than 70s. per week. This case was notified to me by a friendly society's sick steward.

14. As there is waste and uncultivated land in and near every Poor Law Union in the British Isles, it is quite time that farm colonies were commenced in order to compel the idle—the dissolute—the tramp or vagrant to work with the spade. There would be no escape for them; if they ran away from one colony, they would be picked up and taken to the next one. Make them use the spade. At the same time render their environment pleasant and interesting by having instructive and musical evenings. An earnest attempt should be made to blot out the taint of pauperism.

15. If State farm colonies were instituted at once, they would solve the question of the unemployed, and do away with test labour granted by the Poor Law unions. Seeing that there is in the British Isles over 20 millions of acres of waste land which is capable of profitable cultivation, the Land Laws should be assimilated to the National Education Act, which says that an uneducated child is detrimental to the State, and the parents must be compelled to educate the child. Therefore, on the same grounds of equity and reason, the idle, waste, and uncultivated land which is capable of cultivation is detrimental to the State, and the owners should be compelled to cultivate it.

16. During the winter of 1903-4 the guardians granted two men (who each had a wife and children to maintain) test labour at the workhouse; they were outdoor labourers who had no work because of the inclemency of the weather. When they arrived at the workhouse the master put them to remove some heaps of snow from one place to another. They pushed on with their work in order to get away and look for work outside the workhouse, and as soon as their task was finished they asked the master to let them go. "No," said he; "you remove the snow back again until the time is up."

17. Of the classes of persons applying for relief in this union (apart from lunacy cases):—

About one-fifth are widows and children of skilled and unskilled artisans.

About one-fifth are young and middle-aged, married men, with wives and families, who, through accident or disease, are totally unfit to earn a living.

About three-fifths are aged unskilled workmen (and their wives and widows), such as the miners, teamers, agricultural, railway outdoor labourers, chemical, factory, and workshop labourers, weavers, etc., etc.

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18. The wages of skilled and unskilled workmen of forty-five years and upwards now show a gradual decline, the roughest forms of labour being the first to suffer. When a workman with grey hairs falls out of employment it is difficult for him again to obtain a permanent situation. Thrift on a wage of 25s. per week, with a wife and family to keep, does not mean saving at all, but the securing proper maintenance and comforts of the home—a wise expenditure of the income. It is hopeless to expect that the majority of these unskilled workmen, by the time they reach the age of sixty-five to seventy years, can have saved by their own exertions a fund out of which they and their wives can maintain themselves with comfort during their declining remaining years. Higher wages Parliament cannot provide; accidents and sickness it cannot prevent.

Decrease of
wages and
difficulties
of thrift
amongst
unskilled
labourers.

19. My remarks in paragraphs 17 and 18 show the greatest and most potent cause of pauperism, but I must add that strong ale, such as is made in the vast brewery establishments in Great Britain, is the next great factor of pauperism. Young men will take beer, and the taste for it grows with them. By the time they marry, their constitutions are drugged with alcohol, and by the time they reach the age of fifty years venereal disease and gangrene develop.

20. Fifty years ago, when every cottage had its home-brewed beer, young men were more healthy and less subject to intoxication; to-day the beer from the large breweries is too much drugged, and seeing that young men will have beer, the Government should demand it being made pure with malt hop and cane sugar only.

21. The persons seeking election as guardians have always been middle-aged and old-aged passive members of the political clubs or political organisations, retired middle-class tradesmen, all of whom have had no other credential but plenty of leisure, easily going, and easily led, men who have ever been ready to fall in line with the doings and wishes of leading officials.

Class of
persons
becoming
guardians.

22. After seven years' experience as a Poor Law guardian I have come to the conclusion that under the surface of our officialdom there runs a supply of choice pickings for men gifted with the power of grabbing them.

Alleged
irregularities
at Crosland
Moor
workhouse.

For instance, when I became a guardian, and was elected a member of the Crosland Moor Workhouse Committee, I found the master doing favours for the clerk and for the guardians in opposition to the Orders of the Local Government Board.

23. I found that by the order of the master, earth, sods, timber, in the shape of railway sleepers, had been removed from the grounds of the workhouse by the inmates and delivered at the residence of the clerk to the guardians and a poultry house erected by the workhouse inmates on the private grounds of the clerk, and the only entry made in the workhouse books being a few 1d. bundles of firewood charged to the said clerk.

24. I also found the master favouring the guardians, by serving them with a sumptuous tea at a cost to the rates of 2s. to 2s. 6d. per head for which the guardians paid 6d. each as an acknowledgment. When I asked the Master what he did with the poultry and the eggs, he told me that they were his allowance to do whatever he thought fit with. I found that he had 300 head of poultry and the only entry in the books was twenty, yet the poultry had consumed, in six months, corn to the amount of £10 12s. 6d.

25. In order to show you the bent of the guardians to the clerk I will give you two questions that came before the board following each other. (a) I moved a proposition to grant the deserving aged men and women recipients of outdoor relief an extra 6d. per week in order to meet the extra price of coal during the colliers' strike, sixty guardians voted against it. (b) Immediately after this the chairman moved that the clerk should have an advance of wages or salary. Over fifty guardians voted to give him an advance of £75 per year. Now as clerk to the guardians he receives about £250 a year: he is also allowed to hold the office of superintendent registrar and while the guardians' assistant clerks do all the registration work he pockets the fees to the extent of

Emoluments
of Hudders-
field Clerk of
Guardians.

Mr. Benjamin North. £300 a year. I am of opinion that it would be but just that he should pay for the registration work seeing that he takes all the fees.

19 Feb. 1907. 26. The class of persons above described who have invariably filled the position of guardians have allowed the management of Crosland Moor Workhouse to be vested in one family. The master, matron, and superintendent nurse are husband and wife and their daughter.

Relief Committees, &c., in Huddersfield. 27. There are five relief sections in the Huddersfield Union. With the exception of No. 1 and No. 2 Sections I don't think that any of the guardians visit any case of destitution. They are advised by the relieving officer and leave everything with him. The friendly societies representatives in No. 1 and No. 2 Sections make a practice to visit cases themselves and are in a position to detect imposition.

Proposed weekly visiting of cases. 28. I am of opinion that every case of out-relief should be visited once a week either by the relieving officer or the guardians.

Need of abolition of pay stations. 29. I would do away with all the relief pay stations in the union. A short time ago I visited a Kirkburton pay station at the appointed time of the payment of relief. It is a cottage for which the guardians pay rent. The relieving officer generally stays about thirty minutes. There were eighteen cases. I noticed that eight persons were poor, old, and decrepit and were scarcely able to fetch their scanty allowance; four were young persons who came on behalf of others; and (what astonished me) the remaining six sums were put on a tray and given to the woman of the house to be called for during the day. I noticed that the relieving officer passed half of the homes and could thus have left the relief with the poor persons. Since I visited the above pay station the following has occurred: An old man and his wife, each about sixty-five years of age, both ill and both destitute, had an allowance of (4s.) 2s. each out-relief. He had gangrene in both feet and his wife was so ill that she could not get out of bed. They had a niece who always took them their out-relief. It appears that one night the niece found that their condition had become worse. Before she attended to their wants she put the relief in the cupboard and told them where to find it. Next morning the old man was in great trouble; both he and his wife had forgotten about the relief. He went out of his home saying that the guardians had stopped his relief and that he had lived too long. At night he was found drowned. Had the relief been taken to them by the relieving officer this man would not have drowned himself.

Evils of compelling low wage-earners to maintain their parents. 30. The friendly societies are totally opposed to the practice of the guardians of compelling a working man (who has a wife and three or four little children, and whose income is not more than 26s. per week) to pay towards the maintenance of his father or mother who may have become recipients of Poor Law relief. This practice they consider perpetuates pauperism.

Disposal of paupers' money. 31. They also are of opinion that, where a person, male or female, middle-aged or aged, has been unfortunately taken to the asylum or to the workhouse or hospital, and who, by thrift, has saved a few pounds, say from £10 up to £100, which have come into the hands of the treasurer of the Union, £8 or £10 of it should be put aside in order such person may not have a pauper's burial. The friendly societies also think that in such cases 9s. per week for the workhouse and 10s. per week for the asylum is too much to charge to the account of these unfortunate persons.

RECOMMENDATIONS.

Existing system of guardians' election suitable. 32. The law as to the election of guardians need not be altered.

Excessive cost of Poor Law administration. 33. The Poor Law as laid down is to all intents and purposes an old age pension, but the administration is at fault. Of the money collected for the benefit of the poor, only one-half goes to them; the other half is swallowed up by officialdom.

Relief to the thrifty should not involve disfranchisement. 34. My experience in Poor Law administration teaches me that there must be a line of demarcation drawn between the thrifty and the unthrifty.

35. Within the Huddersfield Poor Law Union there are about 250 lodges or societies or about 20,000 members of friendly, trade, sick, and brief societies who distribute sick and funeral allowances to the extent of about £17,000

per year. With the exception of widows the number of friendly society members applying for Poor Law relief is very small. I should say that amongst the number of persons who are relieved by this Union, not more than 5 per cent. are friendly society members.

36. The friendly societies feel that it is degrading for their poorer aged members to come under the Poor Law, and that such of their members who are compelled to apply for Poor Law relief should not be disfranchised. These are chiefly men who, through no fault of their own, have not sufficient for themselves and their wives, and who are unable to live on the lodge's superannuation allowance, which is not more than 4s. per week.

37. Many of the friendly society lodges, and also some of the trade societies, have commenced a contributory scheme of old age pensions, but seeing that it is only for those who can afford to pay an extra contribution, and that it is impossible for the large majority to avail themselves of the fund, it is quite time that some method of action was formulated which would give to the poor and unfortunate men and women who had fallen under the pressure of adverse circumstances, something better than the Poor Law and the workhouse to look forward to in their old age.

38. The general outlines of such a scheme might be on the following lines:—

As a *non-contributory* scheme would be injurious to the thrift or friendly societies of Great Britain, it is imperative that Parliament should consider none but a *contributory* one. I append details of such a scheme (See Appendix No. XII. (A)).

41762. (Chairman.) I understand you are a Poor Law Guardian of the Huddersfield Union, a member of the Distress Committee, and a member of the Ancient Order of Foresters?—Yes.

41763. How long have you been a Poor Law guardian?—About seven years.

41764. You have a very considerable knowledge of benefit societies, I suppose?—Yes.

41765. In your statement you make various criticisms on the Poor Law. I think your Recommendations, beginning with paragraph 32, cover most of your paper, do they not?—Yes, I think so.

41766. One of the defects, you think, of the Poor Law is that it does not help a person until he becomes destitute?—That is it. There should be assistance given before they become destitute. It would prevent destitution in many cases if they were assisted at the proper time.

41767. Do you think you could put that duty on the Poor Law?—I think so.

41768. It has been suggested to us in various quarters that there should be an organised Committee representing charities and benefit societies associated with the out-relief committee, so as to be able to take up such cases?—That would be following the Elberfeld system.

41769. To a certain extent it would?—That is really what is required in industrial centres.

41770. By the Elberfeld system there is one fund for both—for the relief of the destitute, and also for helping those who are likely to become destitute?—That is true.

41771. Under the suggestion made, there would be a fund from which those would be helped who wanted assistance, but had not come to the condition of paupers, which fund should come from charities, I take it?—From some source of charity organisation. That is just where we are short on the board of guardians. We are not in touch with charity organisation. Many a time there have been cases of destitution where, if there were help given, such as buying baskets or other little things for them, they would have soon seen their way out of the Poor Law, and we should have set them going very probably.

41772. Following that idea up, I gather that you are in favour of an old-age pension being given to persons who have reached a certain period of life?—Yes.

41773. Would you give an old age pension to everybody, or would you make any inquiry?—I should not give it without discrimination.

Friendly Society old age pension apply for Poor Law relief should not be disfranchised. These are chiefly men who, through no fault of their own, have not sufficient for themselves and their wives, and who are unable to live on the lodge's superannuation allowance, which is not more than 4s. per week.

Scheme of contributory old-age pensions an effect on friendly societies of non-contributory scheme.

Destitution as a condition of relief and proposal for Poor Law help given.

Applicability of Elberfeld system to England.

Need of co-operation between charity and guardians with a view to prevention of pauperism.

Scheme of contributory old-age pensions by stamp duty receipts.

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41774. I assume that you would not, for instance, give it to those who do not want it?—Certainly not. My scheme is to benefit mostly the thrifty people. My idea is to have a stamp register. It is an easy matter for anyone, even in our own firm, to sign a receipt for his wages by cancelling a stamp. By that you would gather a tax, and it would cost no money to do it. All industrious persons should sign for their wages by writing across a stamp. It could be done in a similar way to this, which is supposed to be my wages for two months of this year. Those are supposed to be stamps. (*Handing in specimen sheet.*) In that way the old age pensions could start almost immediately.

41775. By the revenue the stamps would bring in? —Yes. You cannot get young men to-day to come into friendly societies; they are drawn to the Hippodrome and pleasure, and that sort of thing, and you cannot get them to enter the societies. We have to feed our friendly societies by our juvenile societies. We enter them into our juvenile societies when they become twelve months old, since the Act of Parliament allowed us to do so. We have large juvenile societies, and when the girls and boys get to sixteen or eighteen years of age, the boys are drafted into the Mother Court or Mother Lodge, and if there is a female society the girls are drafted into the female society.

41776. This specimen sheet that you have handed in is intended to represent a receipt for your weekly wages? —Yes, which could be kept at the factory or the workshop.

41777. Is this plan much in vogue?—No, it is not in vogue at all. It is my idea how it should be done. That register should go to the Post Office or some other central place every year.

41778. If you had some scheme of this kind the man who received a paper like this would carry with him his own character?—Yes, it would be as a character. The stamp register would almost do away with characters, if he was on the stamp register. If he fell out of work, he would notify it to the stamp register office, and they would give him a coupon, and then he could travel with this coupon, and people would see that he was an industrious person. When he was receiving no wages he would not have to contribute.

41779. Who would pay the stamp? Would it be the master or the man?—It would come out of the man's wages. My governor said it was a very good idea. In the large majority of cases he said the firms would find the stamps. But every person should sign for his wages over a stamp, and should pay for the stamp himself in order that he might be in touch with the superannuation which is to come to him when he gets old. I do not believe in a system of old-age pensions which is not contributed to. It would hurt the thrift societies if you did not make it contributory, because a young man would then say: "I am provided for at 60 or 65," and therefore he would neglect to provide for himself. Besides that, there will be a lot of secessions from the thrift societies. In Huddersfield we are pretty well off in that respect. We have about 20,000 to 24,000 members of friendly societies in the Huddersfield Union, and about 300 odd lodges of various societies who are distributing sick and funeral allowance amounting to over £17,000 a year. If these young men whom we are trying to get into our fold were made believe that at sixty or sixty-five they were going to receive an old-age pension, there is no doubt they would neglect to become members of a benefit society.

41780. You attach great importance to any pension scheme being a contributory scheme, is otherwise you think it would kill the thrift societies?—It would penalise thrift to a great extent. It must be contributory.

41781. At present do any of the benefit societies with which you are acquainted provide old-age pensions?—They have to contribute towards it. There is an extra contribution of 2d. or 3d. per month, according to the scale. The Manchester Unity of Oddfellows, and the Ancient Order of Foresters have an old-age pension scheme, but it is only those who are really in better positions who can avail themselves of it. The large majority are teamers and unskilled labourers, such as chemical labourers, street labourers, and factory labourers, who really cannot avail themselves of the superannuation because they cannot afford to pay the extra contribution.

41782. Your idea would be that this would be a contribution towards the cost of old-age pensions, which

contribution is to be assisted by the taxation of income?—By the scheme, the tax, whatever it is, would simply be a contributory matter, contributed by the industrious persons both male and female; and in their turn, when they became sixty-five years of age, they would have the superannuation or old-age pension. They would have contributed to it, and they would have a perfect right to it. I would not give it to anyone who in the hey-day of their strength had neglected to use the stamp register; I would let them be subject to the Poor Law administration.

41783. You in Huddersfield have a very considerable number of members who belong to the friendly societies—about 20,000, I think you said?—Yes, or a little over.

41784. I take it that very few of those come to the Poor Law for relief?—Perhaps about 5 per cent. of the number that are relieved.

41785. Are you including medical relief now, or is that independent of medical relief?—No, it includes medical relief, when they come before the guardians. The members of the friendly societies generally come at sixty-five to seventy years of age. This superannuation is a continued sick-pay with the Ancient Order of Foresters, the Manchester Unity, and also the Sons of Temperance and other societies. It is the last term of sick-pay, which is sometimes 2s. 6d. per week or 3s. per week as long as ever they live. We pay them that for continued sick-pay when they get aged, but unfortunately that continued sick-pay up to very recently has been taken into consideration when they come before the guardians. I might point out particularly that it is not long since a measure passed the House of Commons and the House of Lords, which enacted that if any member of a friendly society was receiving sick-pay or other allowance from his lodge, up to 5s. per week, that should not be taken into consideration if he appeared before the Board of Guardians. I will give you a case showing how it acts, and showing that it is a dead letter. In the Huddersfield Union the No. 1 Section have a majority of friendly society representatives. There are about eight or nine friendly society representatives on No. 1 section, and there are about five or six who are not members of the friendly societies. Twelve months ago an old man came before us who was sixty-eight years of age. He had been a ne'er-do-well, he had spent all his money, he had had a poor home because he had spent his money in beer and that sort of thing, and he had always been careless; but we took compassion on the old man, and before we should send him to the workhouse—he was living with a poor daughter—we proposed to give him 5s. a week to keep him out of the workhouse. The daughter said if we were to give her sufficient she would go into a better cottage where the old man could sleep by himself; he had been sleeping on rugs, or sometimes with the children, and we are against that sort of thing. We gave him 5s. a week, and he was a ne'er-do-well, mind you. A fortnight after this a man came to us of seventy years of age, who was a member of a friendly society. He was in similar circumstances; he had only had a poor wage all his life, and he was living with his daughters. The two cases were parallel, with the exception only, that he had been a thrifty man, and he had saved £50 or £60. He had lived on that for three or four years and kept away from the union. By what he had saved, and by the superannuation from the friendly society he had been able to carry along. But he said he had almost lived too long, and he was obliged to come now, although he did not want to come. We proposed that he should have 5s. per week, and the relieving officer jumps up and says: "This man has 3s. 6d. a week from his lodge." We said the law distinctly stated that we should not take that into consideration. Then those who were not members of friendly societies jumped at this. We, the members of friendly societies, proposed that the man should have the same as the other, 5s. a week; and those who were non-friendly society men proposed 3s. 6d. If there had not been a majority of friendly society men on the section, he would only have had 3s. 6d., and therefore thrift would have been penalised. I want to lay stress upon this, that if the friendly societies do not take the matter up, that Act, which has passed the House of Commons and the House of Lords, saying that it shall not be taken into consideration up to 5s. a week, will be a dead letter.

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Object of friendly societies in obtaining representation on Huddersfield Board of Guardians.

41786. Was that Act optional or not?—It was optional before. The law said they "may not" take into consideration what a man receives from a friendly society up to 5s.; but our Parliamentary representatives determined this should be not "they may not" but, in future, "they shall not." And that Act passed two years ago both the House of Commons and the House of Lords.

41787. It was in consequence, I understand, of an impression that the members of the friendly societies were rather under a disadvantage when they came before the Huddersfield Board of Guardians, that the friendly societies themselves took measures to get properly represented on the board of guardians?—That is true; they had been so badly used. I was, it may be, the first leader of the friendly societies in Huddersfield, and I will tell you what caused me to take it up. I was a sick steward visiting the sick at my lodge, and I was doing this gratuitously. I received nothing from the lodge to do it, but I had spare time on a Saturday and at other times, and I did it gratuitously for the lodge. I went to one old man, a very decent old man. He was not a drinker or anything of the sort, he had been a hard-working man, but he had only had about a guinea a week, and he had brought up three or four children. I went into the house and he said "Mr. North, you have brought me my sick pay; has anybody seen you come in?" I said "No, what for?" "Eh!" he says, "if the relieving officer knows—he lives down there—that you brought me my sick-pay, he will take it off my pay." "Why," said I "that's nonsense." I only gave him half-a-crown, and he had been for somewhere like two years receiving out-door relief. That was the system, that they were giving the half-crown and we were giving another half-crown, and the man was pretty comfortable with his daughter. I know a case at the time where the half-crown was given to an old woman, a widow, from a friendly society, and as soon as ever the relieving officer knew that the half-crown was given to the old woman he took off the other half-crown the guardians were giving her, and said the lodge must keep her. That is why the friendly societies took the matter up.

41788. And then the members of the friendly societies got their representatives on to the board?—Yes.

41789. I understand the object of the friendly societies is to promote thrift?—Yes.

41790. It was rather suggested to us that their action since they have been on the board has operated in the other direction, and that it has tended to discourage thrift by increasing the amount given in out-door relief and the number to whom it was given?—Not at all. We simply go on the question of old age. We believe in thorough discrimination. We do not believe in giving an able-bodied person any relief at all, without he is really approaching destitution or is ill.

41791. Then it was mainly as regards the old people that you took action?—It was mainly as regards the aged people that we went there.

Variations in out-relief at Huddersfield.

41792. And you adhere to your principles of thrift by pointing out that any scheme which is non-contributory would be very damaging to the benefit societies?—That is true. Another point: We were not satisfied with the relieving officers, because they neglected to visit certain cases. There was one case of an old man who had run out of his society and would not go into the workhouse. He was living by himself, and he was only receiving half-a-crown a week from the guardians. I wanted this old man to have 3s. or 4s. a week in order to make him more comfortable. The neighbours had promised to keep the house clean and to do that sort of thing, but half-a-crown a week was too little for the old man. It came to my knowledge that on the other side of the road, within a stone's throw, they were giving relief to a woman of seventy years of age who was doing all the housework—she was baking, and she was washing, and her daughter and her daughter's husband and two children were working at the factory. They were bringing 75s. a week into that cottage, and had been doing all the time this woman had been receiving out-door relief. We distinctly put our foot on that sort of thing. That was a piece of imposition and nothing else; and it is going on, mind you. If only the relieving officer would take the relief, he would know the varied circumstances from time to time. I have advocated this for seven years, and the board of guardians have refused to act upon it.

41793. In this particular case?—In many cases where there is imposition.

41794. Do not the relief committees take the law to a considerable extent into their own hands? They do not always abide by the recommendations of the relieving officer, do they?—The friendly societies do not. We simply set the relieving officer at defiance in many cases, because we visit cases ourselves. If our officers do not know, there is always someone in the lodge, or in another lodge, who does. We are amongst and permeating the poorer working classes every week.

41795. Are the cases to which you refer entirely friendly society cases?—Many of them are society cases, but we are so generous that we say that 5s. is little enough for any man, whether he be a friendly society man or not, or for an old woman. Seeing that it takes 9s. 5d. per head per week to keep man, woman and child in the Huddersfield workhouse, we distinctly say that three-fourths of that would keep them comfortable amongst their relatives and friends.

41796. The principle under which you act I understand to be this. You are not in favour of giving relief to able-bodied people, or to young people who have made no effort to help themselves, but when people have come to a certain time of life, you think that if they require relief, the relief given should be adequate, and so far from there being a deduction from that relief because they have got assistance from a benefit society, on the contrary the guardians ought to increase the amount?—That is true. We believe that they ought to live out their old age in comfort amongst their relatives and friends, and not, as before, to be starved into the workhouse as they have been.

41797. Do you especially apply this to the benefit societies?—I especially apply that to the benefit societies. I say again, and reiterate it, that the friendly societies of the country are doing a vast amount of good, and their members ought not, when they come to old age, to be treated as paupers. The large majority of them are unskilled labourers, and it is not to be thought that 2s. 6d. or even up to 4s. a week can keep an old man comfortable. It will not do it. Therefore we conceived a scheme whereby men in the hey-day of their strength could, by receiving their wages all over the country, contribute to a superannuation fund for old-age pensions.

41798. What is the lowest wage now in Huddersfield among persons in regular employ? Would it be about 18s.?—The wages of the unskilled labourers vary. Take the railway labourers; they have 18s. per week, and they have 2d. to pay out for an accident fund.

41799. Do these persons who are in receipt of 18s. a week become members of friendly societies?—Yes. The vast majority of railway men are members of friendly societies, and they are also members of the Amalgamated Society of Railway Servants, of which Mr. Wheatley, of the board of guardians, is a member; he used to be a railway servant.

41800. Do you go lower than 18s. a week in your friendly societies, that is, are there people earning a less wage than 18s. a week who are members of your societies?—There are some who have only bits of jobs, and they do not earn more than 10s. or 12s. a week. I am taking the general bulk of unskilled labourers in Huddersfield, and they generally run from 18s. to 22s. 6d. per week. I am thinking of the out-door workers and the railway servants. The out-door workers are generally handicapped, and in inclement weather they are always put on one side. Take those who are under the corporation. The corporation have always a lot of these poor men who have the poorest wages and do the hardest work, mind you, and they have families to keep. When November comes round, they come to the board of guardians, and I am sorry to find that they are corporation labourers. We have to find them test labour.

41801. You mean that they are labourers who at other periods of the year are in the employment of the corporation?—Yes. They are employed by the corporation from March or April right away up to the end of September and October. Then they stool them, as they call it—"I am stooled" as they say—and they come to the guardians. They have families, but they have a very little wage, so that they are only a week or fortnight off the workhouse. It is rather pitiable to see them.

Differences between friendly societies and relieving officers at Huddersfield.

Wages of unskilled labourers at Huddersfield.

Unskilled labourers' friendly societies.

Arrange-
ments as to
arrears of
friendly
society con-
tributions.

41802. In the case of people who have intermittent employment they are not capable, I suppose, at times of keeping up their weekly contribution to the societies?—They go on paying by some means. We allow them to be in arrears for three months.

41803. Do you lose many members?—No, not through that, not when they get to 30 or 40 years of age, because they know that they will be benefited. As a man grows older he thinks more of his friendly society. We have instituted a system by which we have a subsidiary fund in connection with the Ancient Order of Foresters, the Manchester Unity, the National Independent Order of Oddfellows and others, and when a man is out of work and cannot pay his contribution, we take it out of that subsidiary fund, and in that way we keep him a member. That has been going on now for ten years all over the country.

Particulars
as to growth
of friendly
society
membership
in Hudders-
field.

41804. When once a man becomes a member of a benefit society and has continued for some few years, I gather the tendency is for him to stop on?—We do not lose any members of our friendly societies, except by death, after forty years of age. If we are losing members it comes generally between eighteen and thirty years of age.

41805. Have you found of recent years that there is rather a falling off in the numbers of members of friendly societies?—Yes, there is a falling off in the numbers in the congested districts and the industrial centres, but I may say that there is rather an increase in the out-districts, at least in the out-districts round about Huddersfield all the friendly societies are on the increase. If it were not for the juvenile societies there would be a decrease in the friendly societies in the boroughs, at any rate there would in Huddersfield.

Decrease of
drift.

41806. It has been told us, or insinuated, that one of the reasons why the numbers of members of friendly societies have not increased as they would have done, is a belief that the Government is going to do that which before these societies only did?—It may be so with some, and there may be some such idea. It will not do with the younger members. I am sorry to find the younger members are all for pleasure and that sort of thing. I move amongst them regularly and daily. They spend up to the last. Young men at about eighteen to twenty-four who will earn from £1 to 25s. a week will give the mother about 12s. a week, and spend all the rest mind you, in going to the Hippodrome, and smoking and going to the billiard table, and that sort of thing. There is too much of that to-day, and we are trying to capture them.

41807. Would you say that this is rather a thriftless generation?—I am afraid so. I have noticed both in Bradford and in Huddersfield that we can always have the Hippodrome and those places crowded.

Habits of
younger
workmen.

41808. Would you say that we are less thrifty to-day than the young men of your own period were?—Yes. Mind you, they will work, but they like to have their pleasure at night. It has been my experience that the young men in the town—I will take my own trade—will rush off at six o'clock in the evening, rush home and get their tea, and then they turn out like gentlemen with cuffs and collars and a stick, and that sort of thing, on the streets. That is true. You will find them like young gentlemen on the streets, and they are giving their mother about 10s. or 12s. a week out of 24s. They go through all this money. But if you go into the agricultural districts, even if you only go to the outside districts, what do you find the young men doing there? They come out of the factory, or whatever it is, but they don't take the smock off, they go and get a spade and they will have a little cottage garden and they go there, and they keep pigs and all that sort of thing. You will find those young men with smocks on working till ten or twelve o'clock at night. There is the difference, mind you, and the nearer the town you get that sort of thing diminishes.

41809. Of course there is more amusement in the towns?—Yes, there is.

Question of
increase of
drinking
habits.

41810. But the present generation do not drink, perhaps, as much as the previous generation did?—I believe there is less drinking from forty to sixty now than there was but that there is more drinking from eighteen to thirty.

41811. Among both women and men?—I think there is less drinking amongst women than there was, and I think that is the reason of the falling off in the sale of intoxicants.

41812. What about the young men from eighteen to thirty?—They start going to these billiard tables when they are eighteen years of age, and you cannot keep them away from them. It is pitiable, you know, to see that sort of thing.

41813. Therefore, you think it is necessary to instil into them some lessons or ideas of thrift, and you are also afraid that if a scheme of old-age pensions is brought in which is based on non-contribution, it will have a very bad effect upon them?—It will have a very bad effect upon young men. I want to tie them down. I say that the amount of money that does not go into the bank they spend in this pleasure, and that a small amount of 2d. or 3d. a week ought to go to the friendly societies or, at any rate, that they ought to be made to sign over a stamp for their wages.

41814. Should you say that the savings banks and the various other institutions in which working people put their savings are on the increase in Huddersfield?—No, I do not think they are on the increase at present. I think they have got to the climax. They have been very industrious in Huddersfield, and they have saved a lot of money. There have been two or three causes for that. There has, for instance, been the Co-operative Society and the Building Society. Instead of paying rent, they get into the society and they commence building. When they have been married say about ten or twelve years they have bethought them that they would have a house of their own, and they have gone into these societies and put in their savings. I should think there is not a town in Yorkshire which has more working men that have their own houses.

41815. Is there not a penny bank in the town?—Yes, but I do not think there is an increase there; I think that is about the same.

41816. Huddersfield just now is prosperous, is it not?—Yes, except the building trades. The textile industries are pretty busy.

41817. (Sir Samuel Provis.) With regard to your pension scheme, you propose to raise the funds by an addition to the income tax, I understand?—Yes, that is the suggestion; and the people who pay it would be relieved by the poor rate being lessened.

41818. Then you say that on the receipt stamp a 1d. should be added for each additional £50?—Yes.

41819. Who is to pay that?—The man who receives the amount. The small shopkeeper pays a penny for £2, but in our firm we turn a couple of thousand over a week, and just a few pennies will receipt that two thousand. It would be no great hardship for our firm to turn over say £2,000 or £3,000 a week to annex on their receipts a superannuation stamp.

41820. Therefore, you mean that in the case of every receipt given by everybody, there should be this addition?—Yes. I should have a sliding scale of 1d. for £50, say; so if we send a cheque for £100 worth of goods it would be receipted over an extra twopenny superannuation stamp.

41821. Have you worked out at all how much would be got in by that means? Have you had any opportunity of doing that?—I have only done it as a kind of guess work, and I think it would bring in somewhere between £3,000,000 and £4,000,000. The beauty of it would be that every week there would be a complete drip, drip, into the coffers of the Postmaster-General. Besides, that, there would be people, such as myself who would never contemplate receiving an old-age pension but who would contribute to it, and they would, to a great extent, help the poorer brethren. In friendly societies the grand principle is that we are assisting those who are not in a position to help themselves. I have been for forty years in friendly societies, and I have only drawn one 10s. When I was a young man and had children, I only drew one week. I have kept away from the funds all this time, and that has been helping someone else. There are others of my age who have been in

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Evil effects of
non-contribu-
tory old age
pensions.

Huddersfield
co-operative
and building
Societies,
penny banks,
&c.

Scheme for
contributory
old-age
pensions by
means of
stamped
wages
receipts.

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Scheme for
contributory
old-age
pensions by
means of
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receipts.

Question of
varying or
fixed old-age
pensions.

Scheme for
contributory
old-age
pensions by
means of
stamped
wages
receipts.

the same society the same length of time as I have, and they have drawn over £100. They have been more unfortunate. I consider that I have been more fortunate than these men; I have had good health, but these men have not had good health. That is the principle which permeates the friendly societies of the country, that we assist each other in distress.

41822. Do you think that the money raised in the way you have mentioned on the receipt of wages, together with the stamps, would meet the cost?—To a great extent it would.

41823. But you do not think it would meet it completely perhaps?—It seems a very small matter, and some of the items that I have put down on the paper are only $\frac{1}{2}$ d., whereas they might be 1d. Instead, say, of adding $\frac{1}{2}$ d. to an ordinary receipt stamp, you might add 1d. to the receipt stamp.

41824. You would make it self-supporting in that way?—Certainly.

41825. What exactly do you intend to be the principle of administration? Is it to be according to the necessities of the man, or is it according to his thrift, or what is to be the test?—The test is if he had been a thrifty man, and had become sixty-five years of age and past work.

41826. Suppose he had got three or four dependent upon him, would you give him more than if he had not got any at all?—It is not intended to be an old-age pension to a young man.

41827. I quite understand; but still he might have people dependent upon him; for instance, he might have a wife dependent upon him, and so on; would you give him more than you would a single man?—Certainly I would if he had a wife, because I should also take women into this scheme.

41828. Would you treat them separately?—I would.

41829. Would you require that the wife should be of the age of sixty-five too?—Even if she was a little younger she might not be able to do anything. Women are not as strong as men; their constitutions are not the same, and they become old sooner than men. I mean a woman of sixty cannot do as much work as a man can do at seventy. They are the weaker sex, and that should be taken into consideration by the authorities.

41830. You say that you would give a sum of not less than 5s. per week; how would you determine what the sum should be?—By considering the circumstances of the case.

41831. Do you mean the necessities of the case?—Yes.

41832. Not the amount of the previous thrift?—Certainly not, but the necessities of the case. It should be sufficient to know that the man had been a thrifty man. We should know by his surroundings if he had been thrifty and had lived pretty well, but had fallen. I would treat him according to how he had lived before.

41833. You would have to have some sort of central authority to work your scheme, would you not?—Certainly. There would have to be discrimination. It has been already said in the House of Lords and the House of Commons many times that there should be discrimination, or some division between the thrifty and the unthrifty, and this scheme would just meet the case.

41834. You do not mean to have a local charge for this at all?—No.

41835. You would entirely deal with this by means of contributions of the workmen and by payments out of the Exchequer?—That is true, and it should all come through the Postmaster-General, so that it should not cost anything to collect the funds.

41836. The difficulty would rather be, would it not, in ascertaining what the man had contributed, and so forth?—There may be some little imposition, but all thrifty men would be very pleased indeed to chronicle their earnings.

41837. (Dr. Downes.) You say there should be a register kept of all industrious persons; what would be an industrious person for this purpose?—All young persons, both females and males, when they start work right away up to when they leave work.

41838. Take the case of a casual labourer who is at work one week, and out of work another week, through no fault of his own?—This would simply be a labour bureau. There is no doubt that this scheme would be the means of finding him labour. In Huddersfield we have not a proper labour bureau at all. I believe that by a register of all industrious persons we should get at this, and there is no doubt work would be found for them.

41839. When would he cease to be an industrious person in your sense?—When he becomes sick, and when he becomes too old to work.

41840. Supposing he was a man who did not care to work?—If a man did not care to work, the stamp register would show it. He would be an idle person, and he would not be worthy of anything except the administration of the Poor Law.

41841. The mere fact of his not having earned anything would be the standard?—Certainly.

41842. (Mr. Benthams.) To what do you attribute the great falling off in the membership of friendly societies during recent years?—That has occurred in the congested districts, that is, in the towns. I attribute it to nothing but to the falling off among the young persons.

41843. I think you said that that was due to the pursuit of pleasure principally?—Yes.

41844. Do you believe that laxity of Poor Law administration tends against thrift?—There is no doubt about that.

41845. Do you think that the administration of the Poor Law in your own district of Huddersfield is not lax administration?—It is lax administration in many instances.

41846. Then it tends against thrift?—That is in the other sections, the out-district sections.

41847. Where the friendly societies are not strongly represented?—Where the friendly societies are not in the section there is a laxity, and everything is left to the relieving officer. That is my statement, and I can substantiate it too.

41848. With regard to the relieving officers, you say in paragraph 23 that the relieving officers ought to visit every case once a fortnight; is it possible for your officers to do it with the numbers on the books?—Yes, I think so.

41849. Has it not been strongly urged upon you to appoint another relieving officer and to divide the districts?—Yes.

41850. Do you think that is unnecessary?—I should like to point out that one relieving officer belonging to the friendly societies is quite satisfied, and can distribute the outdoor relief. He wants no extra fee, and he says he is quite satisfied. I may tell you that two years ago I was against the pay stations.

41851. This has nothing to do with pay stations. Do you think that generally your relieving officers are able to visit all the cases, taking them as a whole and not taking one particular section?—Yes, if you take away the lunacy cases. I want you to be careful on this point, because I am quite in favour that there should be one officer to look after the lunacy cases and to take the people to the workhouse. Apart from that they can visit once a fortnight every case of outdoor relief.

41852. Would you have an officer appointed specially for this duty?—For the duties of taking to the workhouse and of looking after the lunacy cases, yes.

41853. What about paying the relief?—I would have the distribution of relief paid fortnightly.

41854. By whom?—By the relieving officer.

41855. At the homes of the people?—Yes. May I say to the Commission that the relieving officers themselves go past the homes of the recipients during a week's time, scores, I may say hundreds, of cases whom they have to pay; they pass their very doors.

41856. You think an extra relieving officer would not be necessary if this work of removing lunatics was placed upon another officer?—Certainly not.

41857. Would there be enough work for that other officer?—There would be quite sufficient, and it would be all the better for the relieving officers, because then they could attend to their duties and they would have more time for discrimination.

Decrease of
friendly
societies'
membership
and causes.

Lax
Poor Law
administra-
tion in
Huddersfield

Do
Question of
relieving
officer's
duties as to
lunacy cases
and of
sufficiency of
relieving
officers at
Huddersfield

Question of 41858. How many lunatics have you to move in a week?—I do not think there are more than six in a month.

41859. Then that would not take an officer's whole time?—There is other work for him to do; there is the efficiency of the workhouse work.

41860. That would not relieve the relieving officers of very much of their work. Do you not think that the relieving officers have too many cases on their books to be able to visit them as often as is desirable in the interests of good administration?—I do not think so. There are six days in the week, and if they mapped out their districts for every day that would bring them round.

41861. (*Miss Hill.*) How many cases have they on their books, do you know?—Some of them have 400; I think 400 to 500 is about the most. But the number is no indication of the work, because children are put down, and there may be six children in the same house.

41862. (*Mr. Bentham.*) Do you approve of allowing everyone to have a vote who is in receipt of Poor Law relief of any kind?—Certainly not. I think that those who are in the hospitals through no cause of their own should not be disfranchised, and I also say that those who are only temporarily relieved through being out of employ should not have their vote taken away for that.

41863. In the friendly societies circular it is stated that relief should not carry with it disfranchisement?—Up to that point.

41864. It does not discriminate, and it does not say that; it merely states baldly that relief should not carry disfranchisement?—I would certainly give the old thrifty man over seventy years of age a vote.

41865. Then you do not approve of this circular which the friendly societies have sent out?—I do approve of it, but I want to explain it. I would not give the reprobate a vote at all.

41866. It does not say so here?—No, but that follows. I would not give a vote at all to the idle and the dissolute.

41867. Were you present at that meeting held at the Trade Societies' Hall in Northumberland Street in 1901, when Mr. Pontefract carried his resolution?—I do not remember it.

41868. Were you present?—I am not sure, but I do not remember it.

41869. Do you not remember the resolution that was passed?—No. What was it?

41870. "That this meeting is of opinion that there should be a more liberal distribution of outdoor relief, and pledges itself to support the Friendly Societies Federation programme and its candidates." That was rather a bald way of putting it, was it not? That meant that the friendly societies movement was advocating a liberal distribution of outdoor relief, did it not?—To the deserving.

41871. It does not say so?—It is on the friendly societies manifesto. I would like to point you out that at that time the highest relief was only about 3s. a week, and that guardians were taking into consideration the third amount of sick pay and were penalising members of friendly societies to a great extent at that time.

Dr. HAROLD SCURFIELD, called; and Examined.

41884. (*Sir Samuel Provis.*) You are medical officer of health for Sheffield, I think?—I am.

41885. Have you held that position long?—For three years and two months.

41886. Previously were you medical officer of health anywhere else?—Yes, at Sunderland.

41887. For some time, perhaps?—For about eight years.

41888. You have prepared a statement, I think, which we may treat as your evidence-in-chief?—Yes.

(*The Witness handed in the following Statement.*)

1. The Sheffield Sanitary Authority, which is the City Council, carries out the following operations of the nature of medical assistance or advice:—

41872. (*Mr. Booth.*) Is the proportion of members of friendly societies who come for relief large?—They form about 5 per cent. of those who apply for relief, not more. Some of my colleagues say it is less, but I have for two years taken very particular notice, and it is not more than 5 per cent. of those who are receiving outdoor relief.

41873. That is 5 per cent. of the total number?—Yes. The widows of friendly society members sometimes come, and we do not know about them.

41874. (*Mr. Bentham.*) I think you said the No. 1 Section was rather the best administered?—Yes.

41875. Are you aware that the numbers in receipt of relief in that section have almost doubled since 1899?—I know that we have given satisfactory relief, and there has been more satisfaction both to the recipients of outdoor relief and to ourselves. I must tell you that the friendly societies are determined that the old people shall be kept out of the workhouse; and we cannot do that under 5s. a week.

41876. Are they to have that whether they deserve it or not?—No; if they are not deserving we do not support them.

41877. This a very large increase in the time, yet there has been a steadily growing trade we understand in Huddersfield the whole of that time?—Yes.

41878. Should not pauperism decrease with an improving trade?—No. There has been an increase of old age. It has brought down on to us pretty heavily the aged people.

41879. Have they got old rather suddenly?—If you will look at the register you will find that there are a lot more aged people on our list.

41880. Have you attracted the old people to apply for Poor Law relief?—No.

41881. There should be no more old people than the regular increase which there happens to be each year. Have you attracted them to apply for Poor Law relief?—No, we have done no such thing. We have simply had a better administration. In our section we have kept them out of the workhouse. In some cases we have given as much as 6s. a week when they were comfortable at home. In every case they have been thoroughly destitute. I find fault that before that time the people were starved into the house.

41882. The numbers have increased in the house also in the same time, have they not?—I do not think so—at any rate not of the aged.

41883. I am taking the totals of course, and I have not got the ages separated out?—I do not think there has been an increase in the aged. I should not like to retire leaving the idea that we are for increasing the outdoor relief. We are for no such thing. There should be thorough discrimination. That is why we say the relief must be taken to the homes. I myself see so much relief given to daughters and daughters-in-law and young men for the old woman that is bedridden or the old man that is bedridden in the congested districts of Huddersfield. That relief goes out of the pay station straight into the dram shop and I am totally against it, and so are all the friendly societies.

(a) The provision of free hospital treatment for certain infectious diseases, e.g., scarlet fever, diphtheria, typhoid fever, and small-pox.

(b) The free maintenance and vaccination of persons who have been exposed to small-pox infection, until it is deemed safe for them to return to their homes.

(c) The supply of diphtheria anti-toxin gratis to persons who state that they are unable to pay for it.

(d) The provision of advice with regard to neglected and verminous children and for newly born babies, by means of Women Health Visitors.

(e) The payment of an annual subscription to the Queen Victoria Jubilee Nurses Association.

Mr. Benjamin North.

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Proportion of paupers belonging to friendly societies.

Increase of out-relief in Huddersfield and attitude of friendly societies thereto.

Dr. Harold Scurfield.

19 Feb. 1907.

Medical assistance of the poor by Sheffield Sanitary Authority.

Dr. Harold
Scurfield.

2. Special Committees of the Sheffield Sanitary Authority have the following questions under consideration at present:—

(a) The provision of free or assisted sanatorium treatment for early cases of consumption.

(b) The provision of a free hospital or home for more advanced cases of consumption.

(c) The supply of specially prepared milk for the food of infants at below the cost price.

3. The Sheffield Sanitary Authority have not yet decided to pay fees to medical men who are sent for in accordance with the regulations made under the Midwives Act.

4. As the Sheffield Poor Law guardians provide medical relief for all destitute persons, vaccinate all persons whether destitute or not, provide lying-in accommodation for a large proportion of the mothers of illegitimate children, and also pay a subscription to the Queen Victoria Jubilee Nurses Association, there is necessarily some overlapping of the duties of the Sanitary Authority and the guardians.

5. As regards co-operation, there is an arrangement by which the guardians supply to the Medical Officer of Health the addresses of newly born infants and of consumptives who leave the workhouses, in order that they may be kept under supervision.

6. In addition to operations with regard to the destitute, the Sheffield guardians, like other guardians, undertake the following:—

(a) The vaccination of the whole community.

(b) The maintenance of the children of parents who are not destitute, but who are, in the opinion of the guardians, unfit to look after their children.

(c) The supervision of "farmed out" children under the Infant Life Protection Act.

(d) The supervision of the arrangements for registration of births, deaths and marriages.

7. I have had no experience of the operations of hospital and medical clubs in Sheffield. I am informed however, that the objectionable system of making the hospital treatment depend upon letters of recommendation by subscribers is in vogue.

8. I have had experience elsewhere of the overlapping of medical clubs, hospitals, and the Poor Law medical service.

For example, it is quite possible that a Poor Law doctor, a club doctor, and the doctor in charge of the Hospital Out-Patient Department may attend the same patient at the same time.

I once heard of a case where the patient had secured in this way three bottles of medicine from three different doctors, and took from one in the morning, from the second in the middle of the day, and from the third in the evening.

9. As regards the possibility of handing over to one authority the whole work and duty of medical assistance to the poor, I am of opinion that it would be better to treat the guardians in the same manner as the late School Boards, and to hand over the whole of their work to the City Council.

Under existing arrangements the sanitary authority is more directly responsible to the ratepayers for its expenditure than the Boards of Guardians.

As regards my own work, I have seen the evidence of this in the fact that better hospital accommodation is frequently provided by the Boards of Guardians than is provided by the sanitary authority. We therefore have the anomaly that the pauper is treated better than the ordinary ratepayer.

10. I think the health of the community suffers under the present system in the following ways:—

(a) Owing to the crowding of out-patients' departments by persons who are not suitable applicants, the patients who are justified in attending such departments do not get as good attention as they would if this hospital abuse were ended, and the consultations less hurried.

(b) Medical men, being human, it is incredible that the treatment meted out to patients who are members of very cheap clubs or go to "sixpenny" doctors should be as good as that given to patients who pay ordinary fees.

(c) Many individuals suffer from not calling in a doctor early enough. This especially applies in the case of children. Reluctance to summon doctor.

For example, a child may have its eyesight ruined at school for the want of proper spectacles, or go deaf or die from brain abscess owing to neglected ear discharge.

11. In Sheffield there is a medical visitor for the schools, and a large proportion of the children who are recommended by him to get medical advice do not obtain such advice, either from the inability or unwillingness of the parents to pay, or inability to get a hospital "recommend," or from their disliking or being unable to get an order for the Poor Law doctor. Medical visitation of schools at Sheffield and inaccessibility of medical relief.

12. When the sanitary authority have provided a sanatorium and hospital accommodation for persons in the first and second stages of consumption, the treatment of consumption will be in a somewhat anomalous state, in that the cases of consumption which are most dangerous to the community, that is, badly housed cases in the third stage, will be provided for by the guardians, as they are at present, and not by the sanitary authority, and this provision will apparently be only available when the patients are destitute. Overlapping between Poor Law and sanitary authorities: to phthisis.

41889. (Sir Samuel Provis.) There are a few points I will ask you upon the statement you have just put in. First of all, you refer to certain medical work which the sanitary authority at Sheffield undertake. Amongst that I see is the free maintenance and vaccination of persons who have been exposed to small-pox infection. Has that been forced upon the borough council by any unwillingness on the part of guardians to undertake vaccination in times of small-pox?—No. It is simply because the cottages where the small-pox contacts are maintained are in the same precincts as one of the fever hospitals, and it is more convenient for the medical superintendent of the hospital to do the vaccination than to call in an outside body. Sheffield sanitary authority and the maintenance and vaccination of persons exposed to smallpox infection.

41890. Therefore it has been where the medical superintendent has known of cases of small-pox that he has undertaken to vaccinate the contacts; is that what has happened practically?—What happens is that all the contacts are removed to these cottages, and then the medical superintendent vaccinates. The cottages are under the same control as one of the fever hospitals.

41891. I think another witness has told us that the cottages are within the precincts of the hospital, and I think you confirm that?—I think it was said that that was the case at Leeds; in Sheffield it is so.

41892. In Paragraph 1 (d) you refer to the advice which is given with regard to neglected and verminous children and for newly born babies, by means of women health visitors; are those officers of the sanitary authority or are they volunteers?—They are officers of the sanitary authority. Sheffield health visitors; their status and functions.

41893. Are they nominally inspectors of nuisances; is that how they are appointed?—They are all appointed inspectors of nuisances. There is one head woman inspector and she has ten working under her.

41894. Then the arrangements with regard to them are probably made under your supervision?—Yes, they all belong to my department.

41895. Is there any statutory provision with regard to the duties of these officers under any local Acts in force in Sheffield?—I think not.

41896. Then it is merely an arrangement with the Corporation subject to your control?—Yes. Latterly the qualifications that have been asked for have been somewhat increased. In the last advertisement it was said that experience in nursing at a children's hospital and sanitary knowledge would be two of the qualifications, and that it would be essential that they should be qualified midwives. The previous advertisement said that those three things would be deemed qualifications, but the last time, in order to prepare for the early notification of births, which we have got included in a Parliamentary Bill, it was deemed advisable to have all these women inspectors qualified midwives. Those who have not a midwifery certificate are allowed to go away to get it, and all the new ones that are appointed must have it.

41897. Is the notification of births included in a Bill you have got this session?—Yes. Proposed notification of births at Sheffield.

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Overlapping between Poor Law and sanitary authorities.

Co-operation between Poor Law and medical officer of health.

Admission to voluntary hospitals by recommendation letters

Overlapping between Poor Law, voluntary hospitals and medical clubs.

Proposal to transfer guardians' work to sanitary authority.

Guardians provide better hospitals than sanitary authority.

Crowding out of the poor from voluntary hospitals.

Quality of medical assistance in medical clubs, &c.

*Dr. Harold
Scurfield.*

19 Feb. 1907.

posed
notification
births at
Sheffield.

41898. Is it similar to the Huddersfield clause of last year?—Yes.

41899. Is any payment to be made under your clause?—I think the payment to be made is 6d.; it was thought that it was not necessary to make it more. The 1s. fees that Huddersfield has agreed to pay would have come to £700 a year and it was thought rather a lot to pay simply for notification. The 6d. would go to the relatives, and would be something that would pay for the trouble of a postcard, or for the tram fare to and fro of a messenger, and that was thought to be all that was necessary.

41900. The object being, I suppose, not to throw an actual expense upon the person giving the notification? I take it that was what the Corporation had in view?—Yes; they did not think it was necessary to make anything more than an acknowledgment.

scription
sanitary
authority
nursing
association,
and benefits
thereof.

41901. Then I see that an annual subscription is paid to the Queen Victoria Jubilee Nurses' Association; what return do the corporation get for that subscription?—any?—The only return is that the women inspectors to some extent co-operate with them, and in certain cases they call in the assistance of the Victoria Jubilee Nurses.

41902. Do they visit people in their own homes?—Yes, but these nurses can only visit where a doctor attends. That is one of their regulations. Still in certain cases we get their co-operation. They might be cases where they were already in attendance, or cases where a doctor was in attendance and had not thought of suggesting the nurse being called in.

41903. That, of course, would not be a doctor engaged by the corporation?—No.

41904. These nurses would not treat the cases themselves, but they would supply nursing assistance in some cases?—Quite so.

41905. Do the sanitary authority themselves sometimes send these nurses in particular cases to the homes of patients who are being attended by a doctor?—Yes, they notify to them cases which they think are suitable.

41906. What sort of cases would they be; would they be infectious cases?—I think it would be mostly cases where there was a wound to dress or something of that sort, and the people did not understand it properly.

health
inspectors
and their
actions as
procuring
nurses.

41907. How do the sanitary authority become acquainted with those cases?—In visiting the homes, which they do for a variety of reasons. At present all the births are notified through the district registrars, and that means that we get about 13,000 births notified in the year, and most of the houses where the births occur are visited by the women inspectors. Then in the course of a visit paid for that purpose they make some sort of inspection of the house to see whether the house is kept clean; and they may find children that are neglected, or they may possibly find a child with some kind of wound that requires intelligent dressing, or something like that. Again, many cases reported by the teachers of elementary schools are visited by the women inspectors. These are cases of children who are reported to be neglected, or who are suffering from sore eyes or sore heads. They are visited, as I say, by the women inspectors. That means that a very large number of houses are visited by the women inspectors every year, so that they are likely to come across conditions occasionally which would be benefited by the attendance of a nurse.

attitude of
Sheffield
sanitary
authority as
municipal
milk depots,
&c.

41908. I see that the special committee of the sanitary authority have certain matters under consideration at present, amongst other things "The supply of specially prepared milk for the food of infants at below the cost price." Are those last four words "below the cost price," a part of the scheme?—No, but it necessarily follows, I think. No corporation has ever yet established a milk depot that is self-supporting. It was recognised by the Sheffield authorities that if they established a milk depot, it would not be self-supporting, and that was the cause of those words being put in. I can add something to this now. There has recently been a committee sitting on the subject of infantile mortality, and they have come to the conclusion that on the whole they did not consider it was justifiable to have a milk depot at present. I might perhaps read the paragraph in their

report that refers to that as it is quite short "The majority of the Committee are not convinced that the advantages to be obtained from infants' milk depots warrant the establishment of such depots in Sheffield; but they are in general agreement that beneficial results will accrue from the supply of dried milk for bottle-fed infants during the season when diarrhoea is prevalent." That is the paragraph in the report of the special committee which has just finished its work in Sheffield.

41909. Therefore probably Sheffield would not propose to have a milk depot?—They do not propose at present to do anything in the matter of the milk depot, but they have some idea of doing something in the nature of the supply of dried milk for bottle-fed infants in the diarrhoea season.

41910. Would that involve some establishment on their own part?—I do not think it would involve any establishment, but it would involve expense. I think the dried milk could be supplied in the same sort of way as disinfectants are supplied at present, from centres. If one centre was not sufficient there might be other centres, such as police stations, and so forth.

41911. (*Dr. Downes.*) Do you mean that it should be given free?—The report is quite vague on that, and nothing has been arranged.

41912. You give the disinfectants free, I think?—Yes, we do.

Gratuitous
distribution
of disinfect-
ants by
sanitary
authority.

41913. You mentioned disinfectants as an instance of the way in which you might give this dried milk?—What I meant was that the disinfectants are distributed from these police stations.

41914. Not necessarily that you would supply this dried milk free?—No. It was recognised that there might be a loss on it, but I think the general idea was that it should be paid for.

41915. (*Sir Samuel Provis.*) Passing on to paragraph 5, I see "there is an arrangement by which the guardians supply to the medical officer of health the addresses of newly-born infants and of consumptives who leave the workhouse, in order that they can be kept under supervision." That supervision is by means of the health visitors which you were describing just now, I presume?—The consumptives are visited by men. There are two inspectors who do nothing else but visit the consumptives. I do not know whether it would be advisable to have women for that purpose; but we happen to have a very tactful inspector who does this work. He has a very kindly manner, and he is quite enthusiastic about his work.

41916. Are those two men specially qualified to do the work?—They have nothing more than the Sanitary Institute qualification. One has been working as a tuberculosis inspector since before I went to Sheffield, so that he has now had a good many years' experience. I think he takes a great interest in the subject. He is able to advise the people in an intelligent sort of way what kind of life they ought to lead.

41917. Then we come to the duties of guardians, which you refer to in Paragraph 6. In (b) you refer to "the maintenance of the children of parents who are not destitute, but who are, in the opinion of the guardians, unfit to look after their children;" do the guardians in Sheffield relieve children whose parents are not destitute in fact?—Yes.

41918. What sort of cases have you got in mind?—The cases of people who are unfit to have children.

41919. Who have been convicted of crime, or something of that kind?—Yes, or of cruelty. Cruelty is a fairly wide term. There are two boards of guardians in the city of Sheffield, the Ecclesall Board of Guardians and the Sheffield Board of Guardians, and both of them have adopted some children under the Act, but not very many. But it is only touching the fringe of the question, as it were. Some of those that have been adopted have been adopted because the parents were not fit to have charge of them.

41920. Would it also be the case that the parents were unable to maintain them?—No. They are sometimes parents who have been prosecuted for cruelty by the Society for the Prevention of Cruelty to Children. I rather think that you do not get the best co-operation possible between that society and the guardians. If the

Dr. Harold
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society get told of a case it is their case as it were, and we do not seem to get such a thing as this—the society undertaking the supervision and the expenses of the prosecution, and the guardians adopting the children. The society cannot adopt the children because they have not got the funds, and the result is that these children are left in the hands of people who are absolutely incapable of providing for them. The children may go into the workhouse for a month or two while the father and the mother are in prison, and when the father and the mother come out of prison, to which they have been sent for the offence of cruelty, the so-called home is re-started, and at the end of a few months the same thing occurs again; and so it goes on. Those children are children that should be adopted; it is the only chance for them. I think really that they must be adopted, but they are not.

Question of
overlapping
between
medical
clubs,
voluntary
hospital
and Poor
Law.

41921. Then you point out in paragraph 8 that there is some overlapping of medical clubs, hospitals and the Poor Law medical service; and you give the instance of a patient who had three bottles of medicine from three different authorities, and took from them in turn?—Yes. I think that was more a sort of humorous example. The patient was rather an epicure in medicine.

41922. Of course that was an exceptional case; but practically do you find much difficulty arises from the overlapping?—I do not know that there is much difficulty. It means that the same people have a choice of two or three doctors, according to the source to which they care to apply.

41923. And that there is some economic waste in having a number of people attending to the same sort of business?—Yes. It is quite a common thing for two doctors to go to the same case without knowing it. That commonly happened to me in Birkenhead, where I had charge of the out-visiting department of the hospital. It was quite a common thing for me to go and for the Poor Law doctor to go for a day or two, without either of us knowing that the other was attending the same case. I do not know whose medicine they took or whose advice they took. I think it perhaps happened mostly among the Irish people and because they do not like to hurt your feelings.

Proposal to
transfer the
work of the
guardians to
the sanitary
authority.

41924. You would be in favour of handing over the guardians' work, at all events as regards medical assistance, to the town council?—I think if anything was transferred, it would be better to transfer the whole. I think the ideal to aim at is one local parliament.

Difficulties
as to trans-
ferring Poor
Law to
sanitary
authority.

41925. In Sheffield there are some parishes in the unions, are there not, which are outside the city?—Yes, and there would be some difficulty in that way; but I believe there is not as much difficulty in Sheffield as there would be in other places. However, I am not certain about that.

41926. Of course it would make some alteration in the financial burden?—Yes.

41927. Because the parishes outside now subscribe to the cost of relief in the union?—Yes.

41928. The result would be that the city would have to bear the whole charge?—Yes. At present the sanitary districts are not coterminous with the unions; of course that would require adjustment.

Poor Law
hospitals
superior to
sanitary
authority
hospitals.

41929. You think that the sanitary authority are more directly responsible to the ratepayers for the expenditure than boards of guardians; had you got only Sheffield in your mind when you wrote that, or were you speaking generally?—I was thinking of Sunderland as well. The hospital belonging to the guardians at Sunderland was more elaborately furnished than the fever hospital built by the sanitary authority.

41930. (Mr. Phelps.) They have a very excellent superintendent, have they not, at the Sunderland workhouse infirmary?—I am not quite sure who is there now. This is the sort of thing I am thinking of. A town council would think twice about having white glazed bricks, but the guardians would not. A town council would get an iron bath enamelled, but the guardians would get a vitreous stoneware bath which would cost three times as much. Those examples will give you the sort of idea I want to convey.

41931. (Sir Samuel Provis.) Which is the larger area at Sunderland—the borough or the union, or are they coterminous?—The union is the larger area.

41932. Would that have something to do with it?—No, I do not think so, because there would be quite a low rateable value for the part outside.

41933. I think as a sort of general principle we may take it that the larger the area the greater the liberality?—I think there is very little difference as regards the rateable values of the union area and of the borough area in Sunderland.

41934. Then you point out in Paragraph 10 certain particulars in which you think the health of the community suffers under the present system. What remedies would you exactly apply to such matters as those you refer to in Paragraphs (a) and (b)? You refer, for instance, to the crowding of the out-patient department of hospitals; have you yourself thought of what should be the remedy for that?—The whole subject is being inquired into at present, I believe. I suppose the hospitals should take steps to inquire into the circumstances of the patients that they relieve.

Crowding
out of the
poor from
voluntary
hospitals
and remedies
therefor.

41935. Were you proposing to allocate certain cases to hospitals and certain cases to the local authority, in other words, that there should be some arrangement by which only certain classes of cases should be taken by the voluntary hospitals, and the local authority should look after the others?—No. The idea was more that a number of patients go to the hospitals who could quite well afford to pay a doctor privately, and that if they were kept out of the out-patient department, the out-patient department would be better in every way, it would be less crowded, and the individual patient then would receive more attention.

41936. Your theory would be, then, that it would diminish the number of patients who went to the hospitals, and that these others should pay for themselves?—Yes.

41937. In Paragraph 11 you refer to the medical visitor for the schools. What does he do precisely? Does he merely examine the cases to see whether there are defects in the children which interpose difficulties in the way of instruction?—It is largely that. He is appointed deputy medical officer and medical visitor of the schools, and I am nominally appointed medical officer to the education committee; so that our work is linked, as it were. £100 of his salary is paid by the health committee and £300 by the education committee, so that he is, a servant of both committees, and so am I. Then his duties are practically two. First, he has to lecture to the existing staff of teachers on hygiene, and to lecture to the pupils at the training college for teachers. The second part of his work, which is the main part, is to visit the schools in turns to see the classes at work, to endeavour to pick out the children who seem to require some medical attention, and also to examine the children who are set aside by the teachers. The idea of lectures in hygiene is to get the teachers to be more on the alert for spotting children who are not up to the mark. These children are examined by the medical visitor when he goes round. If they require medical attention a printed form is sent to the parents recommending them to get medical advice. As the result of these printed forms a considerable number go to the hospital. A considerable proportion do not take any notice of the first form; they get a second one, and a certain percentage take notice of the second who do not of the first. At the end, of course, there remain a certain number that have not done anything at all. A very fair proportion have been provided by their parents with spectacles and such like as the result. They do not get the spectacles at the hospital, but they go to the hospital and are examined there. There is no payment made to the hospital for the work, but they are supposed to get a "recommend" to the hospital where they get examined by the ophthalmic surgeon, and glasses are ordered for them. What they get from the hospital is the prescription for the glasses to suit their case; then they have to go to the spectacle-maker and get the glasses. In some cases that is a serious charge. I came across a case the other day which is interesting. It is the case of a family of seven children now, but there were six at the time, and the father and the mother. The father was a carter, I think; he earned 22s. and he gave his wife 20s. She brought up these six children quite satisfactorily; the house was always clean and everything all right. They got one of these notes with respect to the second boy that he required glasses,

Medical
visitation
of schools at
Sheffield.

and he was sent to the hospital; they found the glasses cost 10s. 6d., but they succeeded in paying for them.

1938. Do they attend to anything except sight; for instance, do they do anything with the children's teeth?—There is no dentist.

1939. Does the medical visitor examine the teeth?—I do not know. There is nothing special, I think, being done with regard to the teeth. The teeth are certainly a difficulty.

1940. It is not so much a question for the local education authority as the sight, because they must be able to see?—The sight and the hearing are the main things from the education point of view; and adenoids also, but of course that comes in with the hearing.

1941. In your last paragraph you refer to what would be likely to happen if the sanitary authority provided a sanatorium and hospital accommodation in consumptive cases; have they decided to do that, or was that still under consideration when you wrote this statement?—They want to do it, and they have been looking at sites, and so on. The last idea was to buy a hydropathic establishment which was more or less on the market. I think that will fall through owing to the objection of some of the neighbouring landowners.

1942. Were they proposing to take only the early cases?—No. What they propose to do is to alter one of the pavilions of the fever hospital which is situated in the town, so as to take cases (as is done at Brighton) for a more or less short period to educate them how to live, how to use pocket spittoons and so on, and also to give the relatives a rest at home. That pavilion will be a reception house where consumptives at almost all stages would be taken. From those would be sifted out the ones that were considered curable and suitable for sanatorium treatment. It was reckoned that most of the advanced cases would really be provided for by the guardians, so that we would have the three things—the guardians' hospital for the advanced cases, the sorting house, as it were, of the sanitary authority, and the sanatorium.

1943. That is not thoroughly settled yet, I gather?—The expense of altering the pavilion has been approved. The thing which has delayed the alterations has been the prevalence of scarlet fever, causing all the hospital accommodation to be wanted up to the present time. I think the work will be proceeded with in the course of a few months; at any rate there is no resolution of the council to cancel it. It has been ordered to be done, and it has simply been waiting for that reason.

1944. (*Mrs. Webb.*) I gather that the upshot of your evidence is that there is actual suffering, and perhaps an increased death-rate, owing to a lack of systematic medical attendance and of food?—Yes, I think there is undoubtedly some.

1945. Supposing you could have a complete system of medical inspection and medical attendance—we need not now inquire as to who should pay for it—could you appreciably lower the death-rate of Sheffield?—Yes, I do not think there is any doubt of that.

1946. Would you say that infantile mortality could be lowered?—Yes, I think the children frequently die from diarrhoea from not getting medical advice early enough.

1947. Do any children get malformed through the lack of proper medical attendance in confinements?—I should think that they lose their lives more than being malformed.

1948. So that you think there is a definite amount of unnecessary infantile mortality through the lack of medical attendance?—Yes. One of the things that I have come across since the supervision of the midwives has been thrown on the sanitary authority, is the use of drugs by midwives.

1949. That is interesting; I should like to hear about that?—A very large number of midwives use ergot before the child is born. That is looked upon by medical authorities as likely to cause the death of the child. They frequently prescribe whisky and brandy for normal cases, either before or after, and some of them I have found recently have used chloroform. They put the chloroform on a sponge in a bottle; that seems to be the method which has been adopted. Then as regards the babies after they are born, we have found that

some of the registered midwives have made a business of selling what is known in Sheffield as "five hap'orths." One of the "hap'orths" is laudanum. It is a mixture to keep the babies quiet, which it occasionally does rather too effectively. The "five hap'orths" are, laudanum, manna, rhubarb, and I forget what the others are, but the dangerous one is laudanum—the tincture of opium.

1950. Supposing we had a complete medical inspection of poor people and medical attendance when the people could not afford to get medical assistance otherwise, do you think that you would thereby decrease the parental responsibility or would you increase it by getting the people to pursue better methods? What do your health visitors do as a matter of fact? Do they increase people's sense of obligation, or do they decrease it?—I certainly cannot see that medical advice is going to lessen parental responsibility. Effect on parental responsibility of system of health visitors.

1951. Supposing you visit every mother and give her advice, and if necessary, medical attendance, do you think thereby you would make her a less deliberate person than she was before?—No, I should not think so.

1952. You do not think you do lessen her sense of obligation?—I do not think the giving of medical advice would be like the giving of money or the giving of food. I do not think one could say that it would lessen the parental responsibility at all. I think it would rather increase it if anything, because there would be no excuse for the children not being kept up to the mark, or not being treated when they were ill, or not being thoroughly looked after.

1953. That would mean more deliberate action on the part of the mother, not less, would it not?—I think that would be the tendency.

1954. Is it possible that by that means we might grow an obligation to be well, or a sense of such obligation?—I have not really thought about that, but I imagine that would come.

1955. Therefore while we should be doing a positive physical good by complete medical inspection and medical attendance, it is by no means certain that we should not be doing a moral good too?—No; I should think it is quite likely.

1956. We are certain we are doing a physical good, because we are reducing the death rate?—Yes

1957. With regard to the medical inspection of school children, I gather you wish that to be under the medical officer of health definitely, do you not?—I am quite satisfied with the arrangement we have in Sheffield. System of medical visitation of Sheffield schools and success thereof.

1958. In which case it is under the medical officer of health, I think?—Only in a half-and-half sort of way, but there is perfectly cordial co-operation. I think the work is so different. I think the medical inspector of the schools must be allowed to do his work in his own way, but I think he wants to cordially co-operate with the medical officer of health.

1959. You are his nominal chief?—Yes, nominally I am his chief.

1960. Do you wish that the cost of patients in the consumptive sanatorium should be recovered from the patients or their relatives?—No, I do not. Question of recovery of cost of patients in phthisis hospitals.

1961. Do you think if it were that that would deter them coming?—I think it would.

1962. So that you would definitely prefer that not to be recovered?—I would prefer that not to be.

1963. What is your experience of the earlier recovery of the cost of treatment in fever hospitals, if you have had any?—At the fever hospital in Sunderland, when I was first appointed, we were supposed to recover the cost when the people could afford to pay. After this had been going on for a little time it was found that none of those who did not pay was prosecuted or put into the county court; so that at the end of a very short time it meant that only the scrupulous people paid, and that the people who were not very scrupulous did not pay, so that it was an unfair tax on the scrupulous people. Therefore I recommended to the health committee that it should be abolished altogether, and they agreed to that. It only brought in a very small sum in the year. Experience of Sunderland as to recovery of cost of patients in fever hospitals.

Dr. Harold
Scurfield.

19 Feb. 1907.

Proposed
gratuitous
treatment
of fever and
consumption
by sanitary
authorities.

Proposal to
transfer Poor
Law to
sanitary
authority
and reasons
therefor.

Electorate
less
interested in
guardians
than in
sanitary
authority.

Proposal to
transfer Poor
Law to
sanitary
authority
and reasons
therefor.

Effect of
education
administra-
tion on
personnel
of sanitary
authorities.

41964. So that as regards any treatment by the municipality you would suggest that the cost should not be recovered?—As regards the treatment for consumption and the treatment for fevers, at any rate, I would suggest that. In the case of consumption I do not think it is quite fair to "police" consumptives, as it were, without giving them a *quid pro quo*. We make their lives more or less uncomfortable, I suppose, by having them visited by inspectors, and there may be occasionally the loss of work through the disease being looked upon as infectious and through the publicity of the visit of the inspector. I think they ought to be given something in return, and that I suggest should be free sanatorium treatment.

41965. (*Mr. Bentham*) You do not recommend that all medical relief which is now given by boards of guardians should be handed over to the health authority, do you?—I do not think it would be well to separate. I think the whole of the work of the guardians might be handed over to the sanitary authorities.

41966. On what grounds—Do you think that it would be better done?—I do not see the necessity for two bodies, and I think there is a certain amount of the work, where it is difficult to define the separate duties. The guardians do not only deal with the destitute now, and the council distribute what is really medical relief, so that there is a certain amount of overlapping at present.

41967. What kind of medical relief does the health authority give?—In the cases of infectious diseases.

41968. Infectious diseases come under rather a different category to an ordinary case of sickness, do they not?—Yes.

41969. What is the real difference?—The real difference is supposed to be that a case is removed to the hospital for the sake of preventing the spread of disease.

41970. In the one case it is in the interest of the community and in the interest of public health that the person is dealt with, and in the other case it is primarily in the interest of the individual himself who is treated?—That was the original idea, but that is not the idea now. Take the case of a scarlet fever hospital. Scarlet fever hospitals have not stopped the spread of scarlet fever. The original idea of scarlet fever hospitals was that they should stop the spread of scarlet fever, but as scarlet fever hospitals are run now, they are a convenience for the ratepayers by providing treatment for people who have scarlet fever.

41971. That would be really an argument in favour of transferring the fever hospital back to the guardians would it not?—If you want to have the guardians. I do not speak in any way against the guardians, but I do not see the object of having two bodies. Then again, the guardians do vaccination, which is obviously work for the sanitary authority. I do not find that the people in a community take much interest in the elections of the guardians as compared with the interest they take in the council elections.

41972. Is it necessary that they should?—It is better that they should.

41973. Why?—If the people in a community are not going to take any interest in electing their representatives, then we ought to do away with local government.

41974. Is it not better that the relief of the poor should play a very unimportant part in the public mind?—There are many important duties which are at present performed by the council, including education, and if the Poor Law duties are added and they are all performed by one body, I do not see how you can say that Poor Law relief will have a predominant interest in the duties of a councillor.

41975. Therefore, it would defeat the object you have in view in making it more important?—I was not suggesting that as my object. My idea is that if you have one local parliament you must necessarily get a better stamp of man in it. I consider that town councils have been improved by the fact that they have had the education work handed over to them.

41976. Do you think the council has improved in personnel?—I think so? I do not know whether the council has been altered very much, but I think individual councillors have been improved by having to deal with

education, and having to meet with men interested in education who have been co-opted on the education committee.

41977. You think that has had an educative influence over the councillors?—It has had a good effect, I think.

41978. You said just now that if you had the whole of the medical treatment of the cases in Sheffield under your charge, you could considerably lower the death rate?—No, not under my charge.

41979. Under the health committee—I will put it that way?—No. What I said was that if all cases which require medical assistance could get it directly they require it, there would be a considerable lowering of the death rate. Nothing was said about how they were going to get it.

41980. I thought the question put to you had a direct bearing on the whole of the medical relief being given by the health authority?—No; I do not think so. It may have had a bearing on that, but I think the question rather was that a certain number of people suffer from not getting medical attendance at the time that they require it, and that if you could do away with that by some means—the means was not mentioned—you would get a lowering of the death rate.

41981. People have an aversion to calling in a doctor, I think you said, early enough in many cases, and for that reason they suffer?—I think the aversion is to the expense as far as I know. Some "peculiar" people do not like to have a doctor even when they can pay.

41982. The reason why they do not call in the Poor Law doctor is because of the feeling of resentment they have against Poor Law relief, is it?—I think it is because they have to go to the relieving officer to get an order first.

41983. They do not always go to the free dispensaries for medical relief, I think you say, for some reason or other?—No, I do not think I have said that. We have not got any free dispensaries in Sheffield.

41984. In Paragraph 11 you say, "In Sheffield there is a medical visitor for the schools, and a large proportion of the children who are recommended by him to get medical advice do not obtain such advice, either from the inability or unwillingness of the parents to pay, or inability to get a hospital 'recommend,' or from their disliking or being unable to get an order for the Poor Law doctor." I took that paragraph to refer to both those forms of disinclination?—The unwillingness of parents to pay is one thing, the inability to get a hospital recommendation is another. There is not an unwillingness to get a hospital recommendation, but an inability to get it.

41985. It means that you would make medical relief much freer than it is to-day?—Yes.

41986. You would practically deny it to none, but would give it as a right to those who need medical attention?—Yes.

41987. What effect would that have on the general practitioner?—The effect would be to have a public medical service.

41988. If you had a public medical service, would you have any charge?—No.

41989. If you had no charge, why should anybody pay for a medical practitioner?—They need not, any more than they need pay for sending their children to school at present. The two things would be on the same footing.

41990. You would have it as free as free education?—Yes.

41991. What would become of all the medical practitioners?—They would become part of the public medical service. I do not think they would suffer.

41992. Would there be a limited number, or would you give everyone who was qualified a salary?—But the whole of the teachers in schools are paid. The private teachers are in the same position as the private practitioner would be, surely.

41993. They are matters of very serious importance, when one suggests that the whole of the medical service should be paid, as it were, by the community?—But the whole of the teachers in schools are paid. The private teachers are in the same position as the private practitioner would be, surely.

Effect of
more medi-
cal relief on
death rate.

The aversion
to calling in
a doctor and
its causes.

Proposal to
increase
facilities for
medical
relief and
effect there-
on general
practitioner

Proposed
free public
medical
service and
advantage
thereof.

41994. You would make it analogous to free education ther?—Yes. I have my reasons for thinking that. One of the reasons is that at present it is unpopular for people to have children, and when motherhood is becoming unpopular, you have to do something to lessen not the responsibilities of motherhood, but the expense of bringing up children. By the provision of a free medical service, you would get healthier children, and you would also set free, for other purposes, a certain amount of expenditure which would otherwise be spent on doctoring the children.

41995. The doctors would be paid for through the rates; therefore the money would be drawn from the people just the same, and you would free no money?—But you would free the money of a family.

41996. You would ease the family?—It would ease a family where there was a lot of children.

41997. It is not only important that the child should be brought healthily into the world, but that it should be healthily maintained when it has been brought into the world?—Yes.

41998. Would you go so far as to say that children should be maintained also?—No, I would not go so far as to say that.

41999. It would be necessary to their health that they should be properly maintained, would it not?—The same argument applies to free education. Free education has not lessened parental responsibility, and I do not see why free doctoring should.

42000. That is quite sufficient; as long as you put it in the same category, I need not pursue it any further. You have compulsory notification of phthisis in Sheffield. I think?—Yes.

42001. How long have you had it?—For three years and four months, I think—from November 1903.

42002. What is the fee paid for notifying?—Half a crown.

42003. What was expected of this compulsory notification?—At the time when it was applied for, it was intended to have a sanatorium for consumptives. There was correspondence going on with the Local Government Board. The council, I believe, proposed to spend £25,000 in erecting a sanatorium to provide for fifty patients—that is what was shadowed forth—and it was not certain whether they could legally spend the money for that purpose or not. I think by the time the matter was settled a fit of economy came on the council, and they did not go on with the sanatorium, although they had the power to get compulsory notification.

42004. Do you think the health of the community will suffer in consequence from the want of a sanatorium?—I think we should be much better with the sanatorium.

42005. Then the health authority really is not doing all that you would expect a health authority to do in the interests of public health?—No. They would do better with this sanatorium. I am not in the least antagonistic to the guardians, and I think you are quite mistaking me. If you like to say, "Let the guardians deal with the question," I say, "All well and good, but I am in favour of one authority; and if you think it is preferable to call that authority the guardians of the community, well, call them so."

42006. I want to know what is to be gained by one authority, and, so far, I have not been able to find out. Many minds, I do not say particularly yours, say, "Let us have one authority"—which is so easily said—"and these things will be better managed;" but one wants to know exactly in what way they would be better managed, provided there was only one authority. In following up these cases which come under your notice through compulsory notification, the guardians could be of very great assistance to you, could they not?—Yes.

42007. Have they rendered any assistance, or have you asked them to do so?—I think the guardians do their best to persuade people who are badly housed to go into the workhouse hospitals, but then, I think this difficulty comes in the way—that they cannot very well take people unless they are destitute. I believe they manage to get over that difficulty in some cases. Badly housed consumptives in an advanced stage, I believe, are taken into the guardians' hospital.

42008. Where cases of that kind ought to be removed have you made any representations to the guardians?—I have, and I have endeavoured to get them removed.

42009. Would you not have power to interfere in a case where there are eleven persons all together, living and sleeping in one room downstairs, one bedroom and one garret, and a case of consumption (a man) permanently in bed, and children varying from twenty-one down to one year old? Would not that come under your power at the present time of declaring this house a nuisance under the Public Health Act as being dangerous to the health of the inmates of the house?—Do you mean that it might be a case of overcrowding.

42010. Yes?—Of course we could not deal with the house on account of the sick man in it. It would be a question of overcrowding, because we have no powers for the compulsory removal of a consumptive.

42011. What would you do in a case like this, if you found it was overcrowded and dangerous to the health of the other people inside; what is your power?—We have no special power beyond the ordinary power for dealing with overcrowding as a nuisance. It would depend upon the cubic space that each person had. We should endeavour to get the patient to agree to go into the workhouse hospital if he could be taken.

42012. If, in the opinion of the medical officer of health the house is dangerous to the health of the inmates has not the medical officer of health power to do something?—He has power to deal with the nuisance that exists; and the nuisance that exists in the case that you mention would be overcrowding. What he would do in that case would be to serve a notice on the occupier to abate the nuisance caused by the overcrowding, and some of the people would have to leave the house.

42013. If they did not, what is the power of the corporation?—They would take the case into court, and the man who did not diminish the overcrowding would be fined. But overcrowding is a very difficult thing to deal with, because you come across cases where one family out of kindness takes in another who are earning nothing. There are very many cases of overcrowding—and gross overcrowding, too—that are not dealt with for that reason.

42014. (*Miss Hull.*) It is not a question of whether rent is paid by the people who overcrowd, surely?—What I mean is that a house or three rooms, say, are occupied by one family, and another family, for some reason or other—illness or some other cause—are turned out of their house; then No. 1 family takes in No. 2 family, while No. 2 family are supposed to be on the lookout for a house, and the overcrowding perhaps goes on for a few weeks. That is hardly a case for fining, I think.

42015. It is a question for the sanitary authority to deal with, is it not?—I have been telling you how they deal with it. They serve a notice on the people who are responsible for the overcrowding and tell them that they must stop this overcrowding.

42016. Then you can deal with it?—If nothing is done you take the case into court, and the case is heard by the magistrates. They hear the circumstances, and if the defence is that the one family took in the other family out of charity, what do the magistrates do? They probably dismiss the case on the understanding that the second family are to get a house as soon as ever they can. That is what happens in practice. You think you have powers on paper, but when you come to work it out you find that the use of the powers has to be altered according to the circumstances of the case.

42017. (*Mr. Bentham.*) You mentioned the fact that the guardians would order glazed bricks and earthenware baths where councillors would probably provide iron baths; are not members of councils sometimes also members of boards of guardians? Take Sheffield, for instance, there is Mr. Wycliffe Wilson, chairman of the Board of Guardians, ex-Lord Mayor of Sheffield and Alderman; what is the difference between him in his capacity as a guardian and in his capacity as a councillor?—I do not know. I understand that the last hospital of the guardians in Sheffield has been greatly criticised by the Local Government Board on account of their alleged extravagance. I have seen the newspaper reports.

Dr. Harold Scurfield.

19 Feb. 1907.

Powers of, and co-operation between guardians and sanitary authority in cases of phthisis and overcrowding.

Compulsory notification of phthisis in Sheffield.

Proposal for sanitary authority phthisis sanatorium.

Question of health authority to deal with medical assistance to the poor.

Powers of, and co-operation between guardians and sanitary authority in cases of phthisis and overcrowding.

Dr. Harold Scurfield.

19 Feb. 1907.

Electorate less interested in guardians than in sanitary authority.

42018. That is your ground for making the statement, I suppose?—That is not my only ground. My ground is what I have seen. I make the statement on what I have seen.

42019. In Sheffield?—In Sheffield and in Sunderland. You ask me to explain the reason for this. Well, I do not consider that the ratepayers take the same interest in the doings of the guardian that they do in the doings of the councillor. I think one representative body is about as much as they can take a proper interest in. My experience teaches me that as long as the Local Government Board will pass a thing, the guardians will do it; but in the case of the councillors the councillors consider the ratepayers more.

42020. Do you think they are more amenable to public opinion than the guardians are?—I think the councillors are amenable to public opinion, and that the guardians are amenable to the Local Government Board. That is how I would put the difference.

42021. (*Dr. Downes.*) They are both directly elected by the ratepayers, are they not?—That is so. The school boards were in the same position as the guardians. There was not the same interest taken in the school board elections as in council elections, unless there was religious bitterness introduced; and then it was not an interest in education, it was simply religious strife.

42022. The interest taken would be an affair of the electorate, would it not?—Yes.

42023. It does not affect the question of the responsibility of the electors?—It may not affect the thing in principle, but if you have got two representative bodies to elect, I think it is difficult to get up a proper interest in both.

42024. I asked the question because you say the sanitary authority are more directly responsible, and I did not quite know what way you meant it?—That is what I meant.

Effect of free medical relief on parental responsibility.

42025. (*Miss Hill.*) You were asked by Mrs. Webb whether you thought free medical inspection and free medical attendance would or would not diminish the sense of responsibility of parents?—I do not think it would.

42026. At present, surely, some parents at any rate have a sense of responsibility for providing medical attendance for their families, have they not?—Yes.

42027. If you take that distinct responsibility off them, you do not increase their sense of responsibility, do you—but you diminish it?—You diminish their possible expenditure. I would not say they are quite the same thing. If they get free medical attendance they might even be run into extra expense by the recommendations of their medical adviser.

42028. Then it would not save them the expense which I think was one of your points?—It would in some cases. I do not know how it would work in all.

42029. At any rate you would distinctly relieve them of one of the ordinary responsibilities of life?—I think there would be no harm in doing that.

42030. But you distinctly say that it would do that—it would not leave their responsibilities the same?—I would not in any way do away with the responsibility of the parents to bring up their children properly, but I am quite favourable to giving them free doctoring in addition to free education.

42031. I have never heard it argued that free education did not diminish the responsibilities of parents, and I thought it markedly did. It may be a good thing or it may be a bad thing, but it seems to me that it must diminish the responsibility of parents?—I do not exactly know what you mean by the word "responsibility" in that case.

42032. One of the things which it is their duty to provide?—If that is what you mean by responsibility that is not what I mean by responsibility. I mean by responsibility the sense of responsibility for bringing up decent children, and I do not mean merely a list of articles and details which parents have to pay for.

42033. You do not call medical attendance a detail, do you?—That is one of them.

42034. (*Dr. Downes.*) You say that in Sheffield you supply diphtheria anti-toxin gratis to persons who are unable to pay for it; I suppose you mean to medical men?—Yes.

42035. We must not infer that it is given to any applicant?—No.

42036. On the question which you refer to in Paragraph 10 (a) you said the subject was at present under inquiry; is that a local inquiry in Sheffield?—No, it is not a local inquiry. I think it is being made all over the country through the British Medical Association.

42037. If there were a free medical service, under what organisation would you consider it should be?—If there were a free medical service I imagine that it would be more or less like the Poor Law medical service is at present, only it would be more numerous.

42038. Would it be a national service or a local service?—I really have not thought about that.

42039. How would you deal with the choice of doctor; would you leave that to the patient or would there be a set of fixed men to whom one would have to go?—I really have not thought out the details.

42040. Now as to institutional treatment, would you bring that into this service? Would the cases that have to be treated in hospital be free also?—I think what would happen would be that you would have the rank and file of the medical profession, as it were, officers of the public medical service, and then you would have, perhaps, a grade of men who were specialising, who would be attached to the staff of the various hospitals. I think it would ultimately come about that the hospitals would become either State or municipal institutions if you started this free medical service. I think it would ultimately lead to the hospitals being owned by the State, as in Germany.

42041. Would you have free maintenance in the hospitals?—I am not specially advocating free hospitals, and I am not suggesting them.

42042. I only want to know how far you would carry your free medical service?—Practically I am in favour of giving medical attendance to anybody without pauperisation, that is, free medical service; but I have not gone into the details of it.

42043. What I want to know is what you would do in the case of a man who is in hospital, who would not only require medical care, but who would also require to be maintained whilst in hospital?—Do you mean a workhouse hospital?

42044. I take it that he would be in the State hospital, or whatever hospital there was; how would you deal with him and yet not pauperise him?—The workhouse hospitals, if they were under the one local body, would be in exactly the same position as the fever hospitals, would they not?

42045. Would you maintain him free in the hospital?—The hospitals would all belong to the local authority. You would have the workhouse hospital in the one case and the fever hospital in the other, all belonging to the same authority. I do not see that there is any difference.

42046. The difference perhaps is this, that the man who is being treated in the fever hospital is there for the good of the community and for a comparatively short period, while the man who is being treated in a workhouse hospital is being treated for his own sake and may be there for a long time?—That was the idea originally, but I do not admit that that is the case at the present moment. In the Sheffield fever hospitals we have about 400 beds, 350 being occupied by scarlet fever patients, not for the good of the community but for the good of the families that they come from. We have no evidence that scarlet fever hospitals do anything to stop scarlet fever spreading, but the community has got used to sending its scarlet fever cases into hospital, and consequently scarlet fever hospitals have become recognised social institutions.

Crowding out of the poor from voluntary hospitals.

Question of public medical service; its administration and scope.

Question of motive of sanitary authority in treating scarlet fever.

EIGHTY-SECOND DAY.

Monday, 25th February, 1907.

AT THE FOREIGN OFFICE, DOWNING STREET, S.W.

PRESENT.

The Right Hon. Lord GEORGE HAMILTON, G.C.S.I.
etc., etc., etc. (*Chairman*).
The Right Hon. CHARLES BOOTH, F.R.S.
Sir SAMUEL B. PROVIS, K.C.B.
Mr. F. H. BENTHAM.
Dr. A. H. DOWNES.
The Rev. T. GAGE GARDINER.
Mr. GEORGE LANSBURY.

Mr. C. S. LOCH.
Mr. J. PATTEN-MACDOUGALL, C.B.
Mr. T. HANCOCK NUNN.
The Rev. L. R. PHELPS.
Mrs. BERNARD BOSANQUET.
Mrs. SIDNEY WEBB.
Miss OCTAVIA HILL.
Mr. FRANCIS CHANDLER.

Mr. R. H. A. G. DUFF (*Secretary*).
Mr. J. JEFFREY (*Assistant Secretary*).

Rev. WALTER HENRY VERITY, called; and Examined.

42048. (*Chairman*.) You have prepared a statement which, if you will hand it in, we will treat as your evidence in chief?—Certainly.

(*The Witness handed in the following Statement.*)

Experience.

1. For nearly six years curate in the two parishes in Huddersfield which contain the larger part of the slums of the town.

For six years a member of the Huddersfield School Board, thus being brought into direct contact with the parents and children in all parts of the borough.

Since 1899 a member of the Committee of the Discharged Prisoners' Aid Committee at H.M. prison at Wakefield.

Hon. Secretary of the Huddersfield Police Court Mission since its foundation in 1900, and of the Huddersfield Labour Home since its commencement in 1901.

In the work connected with the above I have come into contact with large numbers of those classes which are candidates for charity and Poor Law relief, and also into touch with the various agencies responsible for administration.

I have set out below the result of my experience, under the following headings, and as far as possible in the order, as it seems to me, of their importance:—

Physical Unfitness.

physical un-
fitness a
cause of pau-
erism,
egging, and
time.

2. My experience leads me to the conclusion that one of the chief difficulties to be met lies in the physical unfitness of a large proportion of candidates for charity or relief to compete with their stronger fellows. They are soon exhausted even when put to such light labour as cutting firewood, and they are quite incapable of earning a wage upon which they can live. They cannot keep a job for long, and often take to begging, and finally become chargeable to the rates in the workhouse or the taxpayers in the ranks of habitual criminals.

Huddersfield
Labour Home
and its effect
on inmates.

3. In the Huddersfield Labour Home we have tried to deal with such men, but one feels that if their physique does not respond to regular lives and generous feeding, they have a very gloomy outlook before them.

inmates of
Labour Home
able to
earn their
keep.

4. In many instances we have found that their physical condition has greatly improved during their stay in the home, and they have left to enter upon work which has been found for them with every prospect of being able to support themselves.

5. But during the stay of such men in the home they have never been able to earn their keep for several weeks.

Thus they are a burden upon the subscribers and prevent the home from being anything like self-supporting. For example, during the year ending 30th September, 1906, the wage bill amounted to £437, and the proceeds of labour, deducting the cost of material, amounted to £330. This takes no account of rent, tools, etc.

Rev. Walter
Henry Verity
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6. Again, men prefer to come to the labour home under our work-ticket scheme to earn ticket for tea and a night's lodging, rather than go to the tramp ward at the work-house, chiefly because their task is finished in the evening and they are free to go the first thing in the morning from the lodging-house, but also partly because the work is lighter than that given at the union. Some of the men are certainly not physically fit to do any hard work.

Reasons for
preference of
tramps for
labour home.

7. I append a copy of the last Annual Report of the Labour Home and beg to draw attention to pages 6, 7, and 8.*

No Prospects.

8. One of the great drawbacks of the present system of Poor Law relief is that after it is over the applicant is in no better position than he was. He has merely "got the time over." Suppose he is a decent honest chap who has fallen on evil times—and there are such, although the Poor Law treats them exactly as it does the idlest vagabonds in the land. Such an one goes to the tramp ward. He does his task, and gets away, probably too late to go far in search of work that day. He is exactly where he was, less a little amount of his self-respect which he has lost by associating with worse men.

Unhelpful-
ness of the
Poor Law.

9. It is to the advantage of the community to help such cases in a way which will put them in the way of helping themselves. Hence it is necessary to differentiate between the habitual tramp and the worker temporarily down on his luck. Here it seems to me that there needs to be co-operation between charitable institutions and the Poor Law authorities. If possible, the really deserving case should be placed in the hands of the former, and the latter should take charge of the undeserving, with the avowed object of getting the most possible return out of him.

Need of co-
operation
between
charity and
Poor Law.

10. In this connection I should like to say a word about the discharged prisoner, more especially the one who has only served a short sentence. He is discharged from prison early in the morning and is seen off by the train with a railway ticket to Huddersfield. He has determined whilst in prison to go straight in future. He really means it. But on his arrival at Huddersfield what is his position? No work to go to: no money for his night's lodging: no real friend to whom he can turn. There are plenty of his old pals to stand him a drink, and in despair he goes to the public-house, with the result that all his

Difficulties of
discharged
prisoners.

* Not printed.

Rev. Walter Henry Verity good resolutions are quickly dissipated, and it is not long before he is again in the hands of the police and a charge upon the public. The very same applies in the case of women.

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11. In the labour home we constantly find a day or two's work for such cases, and tide them over until they can find regular employment.

Quick Relief.

Need for facilities for prompt emergency relief.

12. There are cases constantly arising where something immediate requires to be done. There is no time to make elaborate inquiries. For example, a mother and children starving. The husband has deserted them. The woman requires time to turn round and make the best plan she can for the future. Meanwhile, what about food and rent? The Poor Law offers the House; but this means breaking up the home, which is the very worst thing that can happen for the family and the community. The Charity Organisation can sometimes give a little help, but has too many inquiries to make, which take time. There needs to be some official who can give quick relief in case of necessity. But here comes in the great difficulty of determining whether the case is a genuine one or a fraud. The difficulty can be got over generally in the case of householders, but great discrimination is required where the applicants live in lodging-houses.

Indiscriminate Charity.

The lucrativeness of begging.

13. It is true on the evidence of those who have tried it that begging is a lucrative profession. A man who came to the labour home and started to work, put on his coat in a very few minutes and marched off with the remark, "I can't afford to work, I've a wife and family to keep," confessed to being able easily to earn 8s. a day begging, putting it in this way, "It is a poor day's work when I cannot go through a hundred streets and get a penny in each street." I have known industrious men, after they have once begun to beg, give up all thoughts of ever working again.

The distribution of labour home tickets by householders in Huddersfield.

14. We sell to those householders who will buy them, books of tickets with the request that instead of giving relief at the door to those who come begging, they will present them with a ticket. If the ticket is brought to the labour home the applicant is given work for which the wage is sixpence. The real beggar now generally refuses the ticket. If such a system as this could become general, and work had to be done to secure relief, the lot of the beggar would not be an easy one. At present there is every inducement to people to become beggars.

Insufficient Relief.

Inadequate out-relief.

15. The out-relief granted by the guardians is in most cases quite insufficient. For example, there is a poor woman in this parish who receives 4s. per week; after paying rent, coal, light, she has exactly 3d. to feed and clothe herself upon. Another case I know receives 17s. 6d. per week. She is a widow with five very young children. She is unable without neglecting her children to go out to work. How is she to bring up those children and feed and clothe them as she should upon that amount? The result is that neighbours in their pity help, and by their methods teach, the children begging habits.

Recommendations.

Labour colonies. Need of more adequate relief, &c.

16. (a) Compulsory labour in labour colonies for the idle. This would rid the workhouses of the able-bodied.

(b) Adequate relief for the deserving and the aged, given, if possible, by the guardians through charitable agencies.

The provision of fairly-paid work instead of money relief wherever possible.

(c) Special provision for the assistance of the physically unfit.

Subscriptions by guardians to charities. (d) Generous subsidization of charitable institutions by the guardians, especially those agencies whose work is of a reforming character, such as the providing of work.

Need of propaganda as to evils of indiscriminate charity. (e) The education of the community upon the dangerous results of indiscriminate giving, and the encouragement of the charitable to give through suitable agencies.

Relief in kind. (f) In cases where it seems wise, for outdoor relief to be given in kind and not in money, and the severe punishment of publicans who give drink in exchange for articles so given.

(g) Some arrangements for the avoiding of overlapping Remedies of charitable institutions and their work, and for their overlapping co-operation. For instance, we have an arrangement between whereby we provide work for men sent to the labour charities. home by the Charity Organisation whereby we receive a penny per hour towards the wage. We have also accepted men from the relieving officers and have made application to the guardians for an annual subscription to our funds.

(h) The appointment in each locality of some person whose business it shall be to supply charitable organisations and the guardians with reliable information about the various applicants for charity or relief. Appointment of local investigation officer.

42049. (*Chairman.*) The matter on which the Commission wish specially to examine you is in connection with your work as Honorary Secretary of the Huddersfield Police Court Mission and of the Huddersfield Labour Home. The latter has been in existence some six years, I understand?—Yes. Origin and scope of Huddersfield Labour Home.

42050. Has it attained any dimensions? What sort of number do you take in? Perhaps you will expand your statement a little by describing the objects of the home?—If I may say a word about the history that will explain it. The Police Court Mission was started in 1901; and we found in connection with that Police Court Mission work it was very difficult when men came out of prison to tide them over the two or three days until they could find work to go to; so the Mayor kindly allowed us the use of a cellar under the Town Hall, and we started those men, who came out from the prison, chopping wood, using simply a hand-saw and choppers. We had, perhaps, twenty-five men in the first six months; it was just a temporary arrangement, but we found it was so useful that we decided to increase it, so we took premises not far away from the Town Hall for a Labour Home where we could take them in to reside, and we also set up a large workshop where we could employ more than the number we took in to reside in the home. In 1902 we had twenty-six different men in the home, we provided work in the shed for 140 in addition to that. In 1903 we had forty-seven men in the home, and 313 were provided with work in the shed; in 1904 we had sixty-four men in the home and 416 provided with work; and last year we had sixty-eight men in the home and 530 provided with work. We have outgrown our premises, and just about Christmas time we opened a subscription list in order to enable us to build new ones, and in the new ones we shall have accommodation for twenty-eight men regularly in the home and the labour shed will accommodate twice the number we have at present. We are increasing it to twice the size.

42051. Are the numbers you gave the total numbers for the whole year, or are they the average?—They go from 1st October in one year to the 30th September in the next year, they are for the twelve months.

42052. There were sixty-eight men, I think you said, in the home during that period; would many of those have been there for a considerable time?—Not longer than three months.

42053. How many can you accommodate?—We can accommodate really twelve at a time, but we have accommodated more than that by overcrowding.

42054. How many can you accommodate working in the shed?—We can accommodate at present about twenty-two working in the shed, but we have constantly hired premises in which to set other men working. We paid during this last year, up to the 30th September, 1906, £437 in wages.

42055. Are discharged prisoners included amongst these numbers?—They are.

42056. Do the other people who have not been in prison, who are simply poor, object to being associated with the discharged prisoners?—We have not found it at all. As a rule they treat them in a very friendly way and are quite willing to help them, if they can help them.

42057. You are struck by the inferior physique of the majority of them?—Yes; out of sixty-eight men we received into the home last year fifty-three were undoubtedly men of inferior physique, and forty of those fifty-three distinctly improved in the first five weeks. Of the 530 we put down 293 as men of inferior physique, inferior physique of labour home.

inferior physique of 42058. By inferior physique you mean not merely that they were run down, but that they were muscularly applicants to so, and were scarcely up to a full day's work?—They about home. were not up to a full day's work.

42059. They never would be?—I should not like to say that. Certain of the men in the home, while they did not even earn their keep for the first three or four weeks, gradually improved; and when they went away towards the end of the three months many of them were distinctly able to hold their own.

After-careers of inmates of 42060. Do you know what happened to them after wards?—Nineteen of the sixty-eight went to situations that we had already found for them; thirteen found work for themselves; two emigrated; five left without giving any reason; five were sent back to their friends; three were transferred to other homes of a more permanent character; and seven were dismissed.

42061. Assuming that those who had got situations are continuing in them, you have tried to set the greater proportion of those sixty-eight men upon their legs again?—Yes.

42062. Have you any record of what happened to the people who were working in the shed?—I am afraid we have no record entering very much into detail, but I might say that a great number of them used the work shed temporarily until they could find work for themselves.

42063. And lived on what they were paid?—They lived on what they were paid; many of them were householders in the town; of course we can follow those up, but those who are not householders it is rather more difficult to follow up.

Class of persons applying 42064. As to the class of people dealt with, had they been in receipt of poor relief?—Very, very few. Some were sent to us by relieving officers instead of receiving relief; but I should say that a very small proportion of them had been in receipt of relief.

42065. Unless they had come to you or some similar home, would they, in your judgment, have drifted on to the Poor Law?—Yes.

he unhelp- 42066. One of your criticisms of the Poor Law is that fulness of the it does not, after it has helped a man, improve his condition; he is in no better condition than he was before?—That is, I think, largely because the relief he gets is not sufficient to make a man of him. It is so small that he is not really getting sufficient food to build him up; he has probably got run down before he goes there.

he lowest 42067. I rather thought that you meant that the Poor Law could not be supposed to be able to assist a man until he got absolutely to the end of his resources; but you were thinking of the amount of relief given, and you think it is inadequate?—I do not think a man will go to the Poor Law until he has got down to the very bottom; certainly a Yorkshire man will not.

eed of 42068. Is the sort of work you have been doing work charitable which you would wish the Poor Law to undertake, or do labour homes you think it should be undertaken by charity?—I think most decidedly it should be undertaken by charity. I think the Poor Law might contribute to it in a way, but I think it wants to be kept entirely distinct from the Poor Law administration.

42069. And that these agencies or organisations who do this work should be in co-operation with the Poor Law?—Yes; I think there is room for co-operation, decidedly, as there is with the charity organisation societies.

emergency 42070. Have you any suggestion to make on the point relief distributed of quick relief; inquiry comes before relief is given. What do you suggest?—I think this is one of the great difficulties. We find that we are enabled in some instances to give the relief that is needed chiefly through the police. The police send cases; and if they send them down to us, on the responsibility of the police sending we do our best to deal with them. Of course, that is only a matter of temporary relief.

42071. (Mrs. Webb.) Might I ask how the police become aware of these cases?—I think the police are generally friends of all people, and people go to the police rather than go to the guardians.

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42072. How do they actually come across them? Has anyone connected with the case committed a crime?—No, not at all necessarily. The policeman, I think, is undoubtedly the friend of the distressed. *Rev. Walter Henry Verity* 25 Feb. 1907

42073. (Chairman.) You dwell upon the evils of indiscriminate charity, and you quote the case of a man who said: "I cannot afford to work, I have a wife and family to keep"?—Yes. The lucrativeness of mendicancy.

42074. He confessed to being able to earn 8s. a day begging. In that case the money that he thus got probably was obtained not from well-to-do people, but in very small sums from operatives?—Yes.

42075. And their natural kindness of heart tends to enable persons who are plausible to live in this way?—Quite so; and then, they usually do it in the day-time, when only the women are at home, and it is very easy by means of a threat, even if the woman does not prove to be tender-hearted.

42076. How would you deal with that? Would you make it illegal for a man to beg?—I believe it is illegal now. Need of enforcing mendicancy laws.

42077. You would enforce the law more rigorously?—I think I should like to see a man who is habitually begging put somewhere where he cannot beg and where he must learn to work.

42078. I suppose the idea that you have is that if institutions such as you suggest were properly organised in connection with the Poor Law, the need for begging, if I may use that expression, would be very, very much diminished?—Certainly, it would not pay.

42079. You want to create a condition of things, to put it in another way, so that begging should not pay?—Yes; I think the people that really are in need usually can find someone to help them; but the people who are really in need are very often the last people to ask for it, and the charity goes to these wasters who are living upon it.

42080. Coming to the relief given by the Poor Law, you are of opinion that the out-relief is very often insufficient?—Yes, I think so, most decidedly. Inadequate out-relief, especially to widows with children.

42081. You think that in the case of a widow the result is detrimental because she has to go out to work instead of looking after her children?—The result is certainly detrimental to the children; she has to neglect them; and I do not think it is a good thing for them to be helped in the way they are helped generally by their neighbours, it rather teaches them to rely upon the assistance of their neighbours.

42082. Your suggestion is that it teaches the children to beg early in life?—Yes.

42083. Taking your recommendations, the first is one that we have had from a good many witnesses, your second is that adequate relief should be given to the deserving and aged, if possible, by the guardians through charitable agencies. Would you just explain that? Do you mean that the guardians should give money, and charitable agencies should see how it is applied, or do you mean that the guardians should refer that class of case to charitable agencies?—I think so. I think that there are a great many deserving people who look upon it as a stigma to receive anything from the guardians; and that if the guardians could subsidise the charitable agencies, and the relief could be distributed through them, it might remove that feeling. Proposal for guardians to subsidise charities for relieving the aged.

42084. "Subsidise" is a vague word; do you mean to say that they should give a certain sum to charities to do certain work, or that they should pay week by week whatever sum is allotted to these individuals and give it to the charity, because there is a difference between the two?—I would rather that, knowing the work the charity was doing, they made a subscription to the funds of it.

42085. A general subscription?—Yes, certainly; so far as our own work is concerned I think that would be preferable.

42086. If that were adopted, it might have a detrimental effect upon the amount of money the charity would be able to collect from the outside public?—If the subscription was limited, I do not think it would, would it? We find no difficulty in getting subscriptions for what a Yorkshire business man calls practical charity. Effect on charitable contributions of subsidy from rates.

Rev. Walter Henry Verity 42087. And "practical charity" means?—Giving relief in such a way that they benefit from it.

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Refusal of guardians to subscribe to labour home. 42089. Do you get any public money now for your homes?—No, none at all. We have applied to the guardians, because we have taken a good many men on the recommendation of the relieving officers, but last week we got a communication to say that the Local Government Board would not give permission for them to make a subscription.

Exchange by publicans of drink for relief in kind and remedies therefor. 42090. You make one other suggestion: that there should be severe punishment to publicans who give drink in exchange for articles of food which have been given by Poor Law guardians for the purposes of relief?—Yes.

42091. Is that getting at all common?—I think it is common and not only common with things given by guardians but common with things given by the Charity Organisation Society, for instance. I have known cases where bedding has been given by the Charity Organisation Society, and within a very short time it has found its way into the public houses. I think, too, my experience shows that people who have gone on a Monday to receive their outdoor relief have, a large number of them, gone straight away to the nearest public house with it.

42092. (*Mr. Lansbury*.) Have you any idea of the actual number at all?—The number going in that way?

42093? Yes?—I have certainly seen as many as a dozen going in a very short time on a Monday morning, or Monday dinner time.

42094. I wondered whether you had ever communicated to the guardians the names of those people?—No, I have never communicated with the guardians.

42095. (*Chairman*.) Have you been long in Huddersfield?—Since 1894.

Increased difficulty of employment for middle-aged. 42096. Should you say that if a man over forty years of age is discharged from employment now it is more difficult for him to get employment than it was before?—I think so decidedly, and if he is over fifty it is a very difficult thing for him.

42097. Have you noticed a change in that respect of recent years?—Yes, I think so. I think it gets harder probably every year; more active men are required as machinery is speeded up.

42098. Some people say that the Workmen's Compensation Act has had an effect in that direction?—I have heard them say so, but I have no experience as to whether that is true.

42099. You could not say?—I could not say whether that is so.

42100. Your impression, I understand, is strongly that the age has become reduced?—It has. I know several really active men who are out of employment, just doing gardening jobs, and things like that.

Nature of work provided in Huddersfield Labour Home, and effect of such work on labour market. 42101. (*Mr. Booth*.) In Paragraph 5 you speak of the wage bill and the labour; what labour have the men done in the home?—Chiefly wood-chopping, bill distributing and light work of that kind.

42102. Wood chopping and bill distributing?—Yes, and sandwich-board work.

42103. As to the bill distributing, you get the work from other people who have bills to distribute?—Yes.

42104. And the sandwichmen work you get from advertising contractors, I suppose, who come to you for the men?—Yes. At the bye-election we had in Huddersfield lately we had the bill distributing and the advertising for both sides—not for the Labour Party, but for the other two candidates.

42105. Those who want work of that kind done find it convenient to come to you because you have the control of a number of men?—Yes.

42106. You do not create any industry?—No, I should not like to say we create it, but I do not know how they would get it done otherwise.

42107. In that sense you do create it?—Yes.

42108. You give an opportunity to the advertiser or to the political agent?—Yes.

42109. With regard to the wood-chopping, do you sell the chopped wood in competition with other choppers of wood?—Yes, in competition with private firms, and in competition with the workhouse.

42110. Are there any complaints of under cutting?—No, we are very careful to avoid that; we are very careful not to sell below the price of the private firms' work.

42111. Are the sizes of the bundles the same?—Yes, we think we give better measure; we supply a quarter of a inch longer sticks than those supplied by the workhouse.

42112. You do not sell it cheaper, but give better value?—A little more for the money.

42113. In addition to that there are those who come to you thinking that to buy your wood is an assistance to your charity?—Yes, I think perhaps they come to us so originally, but I do not think they would remain unless they were satisfied. We have lost several customers; we had a batch of wet wood and we lost several customers and they have never come back to us.

42114. You may get his custom by sentiment but retain him by giving good measure?—That is so.

42115. Are there not complaints from other firms that you take away business which they might have?—No, the complaints have never come to us.

42116. The Poor Law guardians are also doing the same thing?—The Poor Law guardians are doing the same work. We are competing, with hand labour, against firms who are using machinery, which makes it rather difficult for us. They have chopping machines but ours is all hand labour.

42117. But, on the other hand, your wages perhaps are lower?—No, we pay practically the standard rate of wages, if not a little more, even to the casual men. We had a very severe test; we put on six fairly likely men to see how much they could get through in an hour, and we averaged their work, and we give them now what we call three measures of wood, and the wage for that is 4½d., and an ordinary man can get through that in about three-quarters of an hour.

42118. Those who are not in your home draw the money and find their lodgings and their living themselves?—No. We give very little money. A casual man who comes in, in two and a half hours can earn his tea and his night's lodging, but we give him his tea there on the premises and book his lodging for him. We do not give him the actual cash.

42119. If you have not room for him, or do not wish to take him in your own home, you would book and pay for his lodging?—Yes, we booked 700 beds during last year at the Corporation model lodging-house, and other lodging-houses. We pay the lodging-house keepers.

42120. You pay the same price as other people pay?—Yes, exactly.

42121. With regard to other meals, do you provide them or give tickets?—We provide the meals.

42122. Then you have a dining room?—Yes, we provide the meals.

42123. So instead of getting wages, they get their value in sleeping accommodation and in food?—Yes.

42124. And the surplus in wages?—Yes. The men who have homes in the town of course are dealt with differently; the men who have homes or who are householders receive the money.

42125. Can they earn enough to keep a wife and family?—No, not with us. We only use it as a temporary means. We try to give them 2s. 6d. a day, which leaves them plenty of time to look for work on their own account, and it just keeps them going.

42126. Does the 2s. 6d. a day and short time, apply only to the residents in Huddersfield?—Yes. Of course the men who are in the home itself, the men we have in the home, will earn, when they have got used to the work from 14s. to 16s. a week, and they pay us 9s. a week for

Nature of work provided in Huddersfield Labour Home, and effect of such work on labour market.

Wages paid in Huddersfield Labour Home.

Beds taken in model lodging houses by Huddersfield Labour Home.

Earnings and emoluments of inmates of Huddersfield Labour Home.

Earnings and board and lodging, they have 1s. pocket money and then emoluments the rest is banked for them, and they receive it when they go out.

Huddersfield;
Labour
Home.

42127. In your recommendations, where you recommend the provision of fairly paid work instead of money relief wherever possible, is it work of this kind which you think might be provided by the guardians, or anything different?—I think any work that they can provide. I do not limit it to this kind of work.

42128. You regard your own work as fairly paid?—Yes. It was very much enquired into by representatives of trade unions at the beginning, but there have never been any complaints made that we were not paying good wages. It has been very much before the public, and very much criticised, but that criticism has never been made against it.

42129. Do most of the men earn enough to pay their own way; do they earn this 14s. or whatever it is?—They do, by the end of the fourth or fifth week, they can earn from 14s. to 16s. At first they earn very little, I have known men not earn 1s. in a whole week.

Class of persons resorting to the labour home.

42130. Would the men who come to your home and come to your work shed be a better class than those whom the guardians would have to deal with?—No, I should say they would be worse class, a great many of them have been in prison; they have all got right down to the very bottom. They are perfectly destitute as a rule when they come to us.

42131. Perhaps I should not have used the word "worse," incapable of earning their living; do you think the guardians could find work, which, after being fairly paid, should also be profitable or remunerative to the guardians?—I do not know, it would be rather difficult for them. We have one man in at present who is a watch and clockmaker by trade, I do not know whether the guardians could put him to work at his own job.

Finance of Huddersfield Labour Home.

42132. Does the 9s. a week that you charge, pay your expenses?—Yes, that pays our expenses so far as the board and lodging is concerned.

42133. Does that pay the rent?—No, it does not pay the rent. This last year we received £291 for board from the men; and the household expenses, that is not counting rates, or rents, or lighting, or heating, but the grocery, butcher and so on, the food expenses, cost £229. If you add coal, rates and so on, of course it does not pay.

42134. The 9s. really is all expended in food, it seems a large sum. I think you said that out of the 14s., 9s. was kept for board and lodging?—Yes.

42135. You did say that the board was put in, but the lodgings were not put in your account; rates and coal, and all those things, you say were not covered?—No.

42136. Therefore I cannot see that lodging was paid for?—The receipts for board amounted to £291, and what we call the house expenses amounted to £228; then in addition to that of course you have the rent and so on, and the difference between those two will not cover the rent and the rates.

42137. So it is not self-supporting?—No.

Distribution of labour home tickets by householders.

42138. With regard to the tickets which are given to those who come begging, which are mentioned in Paragraph 14, are not those tickets saleable?—You mean one man sell them to another?

42139. Yes, or for drink?—Of course they might do that, it is quite possible they might, the man's name is written on the ticket, but when the man presents it we have no proof that he is the man.

42140. In effect they are refused?—In effect they are refused by those who are unwilling to work. I should say judging from the sale of books of tickets, and the number of tickets presented, only about one in twenty will be presented.

42141. That is to say, they take them and do not use them?—Yes.

Huddersfield health visitors and their reception by the poor.

42142. (*Mrs. Webb.*) Have you any experience of the system of health visiting established by Mr. Broadbent in Huddersfield?—Yes, my sister is one of his visitors.

42143. What do you think of it?—It is all right in some districts of the town, but in those districts where it is most needed it is most looked down upon.

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42144. In what way?—The visitors are well received in rather the better class working class districts, but in the poorer districts it is a little bit resented; but so much depends upon the visitor.

Rev. Walter Henry Verity
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42145. They are all voluntary visitors, are they not?—There are two lady doctors who are superintendents of it.

42146. Are their visits resented?—No, I do not think they are when the people understand who they are, and what they have come for, but they were distinctly resented at first.

Huddersfield health visitors and their reception by the poor.

42147. But now they are not?—Not so much now.

42148. Is there any tendency to make use of them now, do you know?—There is a tendency to ask for their advice.

42149. They are becoming more popular?—Yes.

42150. On the whole you think it is a good system?—On the whole a very good system, but I think a very good deal depends upon the lady visitor.

Need of training for health visitors.

42151. Do you think the lady visitors ought to be trained?—It would be better I should think if they were.

42152. At present they are quite untrained?—They are quite untrained at present, although many of them have been for years district visitors, and accustomed to visiting amongst the people.

42153. With regard to finding out cases of destitution that you suggested just now are not found out, do you not think this system of health visiting might be a useful adjunct?—It would have to be very much extended; they only visit cases where there are new-born babies.

Results of health visitors in Huddersfield

42154. So I understand?—And then keep in touch with those families.

42155. It is not systematic over the whole place?—No.

42156. On the whole do you think it has increased the desire of the mothers to look after their children?—I think so decidedly. In my parish of Longwood, which was the ward in which the scheme originated, while the mothers at first jeered at it, and said they did not want bribing to take care of their children, they are very proud now of the fact that they possess the card, and the children have done very well.

Effect of health visitors on parental responsibility and on infant death rate.

42157. Do you think it has increased the desire of the mothers to look after them?—Yes, and they are proud of the children.

42158. It has increased their feeling of responsibility towards the children?—Yes, I think it has been a very good thing.

42159. It has lowered the death-rate in that particular district very considerably?—It has. Out of 116 children, 106 are now living, and some of them are getting on for two years old.

42160. So that this system of health inspection, besides lowering the death-rate considerably, has actually increased the feeling of responsibility amongst the parents?—Decidedly, I think.

42161. You do not think the provision of the medical women has decreased the responsibilities of the parent, do you?—No, I do not think it has decreased it. I do not think the parents always take the advice, in fact I know they do not.

42162. In so far as they do, it has increased the feeling of responsibility?—Yes, I think they are very anxious to do all that they can, and they are quite willing to receive the lady visitors and the lady doctors, although being Yorkshire women many of them say, "Well, they have not had children of their own, and I have had so many."

42163. On the whole they are getting to like them?—Yes, I think so, they look for their coming.

42164. (*Mr. Bentham.*) In Paragraph B you refer to one great drawback to the present system of Poor Law relief, and that is that the applicant is in no better position afterwards. Had you in your mind there only outdoor relief?—No, I had in my mind both outdoor and indoor relief.

The unhelpfulness of the Poor Law.

Rev. Walter Henry Verity 42165. Physically many people are improved when they have been inside the workhouse or the workhouse hospital, for a period, are they not?—I do not really know. I would not like to say they are very much improved.

The unhelpfulness of the Poor Law. 42166. Sick people who are capable of improvement are physically better when they leave the workhouse hospital than when they enter it, are they not?—I am afraid in our district the sick people all go to the general infirmary. The workhouse hospital has chiefly chronic cases and old people.

42167. There is a separate workhouse hospital apart from the infirm and chronic workhouse, is there not, with separate wards for phthisis patients; there is really a separate building for phthisis patients is there not?—I should not like to say, although I rather think there is.

42168. Then you have not much knowledge of what the Poor Law is doing in this respect?—Not so far as hospital accommodation is concerned.

42169. You do not know the accommodation in the workhouse hospital, the number of admissions, or anything of that sort?—No.

42170. Then you really meant this to apply to all, both indoor and out. You say: "Suppose he is a decent honest chap who has fallen on evil times, who applies, the Poor Law treats him exactly like the idlest vagabond." You would prefer that they should hand those cases over to a charitable agency, and subsidise the agency dealing with those decent cases?—Yes, that is my idea, and that is why we have offered to take up the relieving officers' cases that they think are suitable.

42171. In writing this paragraph you had not in mind any change in the Poor Law which would enable pre-erential treatment being given to decent people, but, rather, they should be handed over to a charitable agency to be dealt with?—Yes, I think charitable agencies can inspire more hope in them, than the Poor Law can.

42172. Then even the Poor Law can be made to?—As I understand the Poor Law at present.

42173. In Paragraph 15 you refer to the case of a widow who is in receipt of 17s. 6d. a week, and she has five children, that means six persons in all?—Yes.

Inadequate out-relief to widows.

42174. You think this amount is too small to maintain the family on?—Yes, I think so.

42175. What do you think would be an adequate amount?—To enable her to stay at home and keep the home right and look after these children I think she ought to have at least 21s. a week. In our district, of course, rents are very high.

42176. What would be the wages of an unskilled labourer in your district?—A man?

42177. Yes?—I think they would vary from 18s. to perhaps 23s.

42178. It would not be considered a large family with four young children, so there would be a man and woman and four children, to be maintained on the 18s. to 23s. per week?—Yes, but there are very few families now with four children. The size of the families is distinctly smaller than it was. This is an exception, I should say.

42179. Would you give an amount of relief which would be larger than what a family of the same size is expected in the district to subsist on?—I would give relief that the family could subsist on.

42180. Irrespective of what the ordinary independent labourer who has to maintain a family might be receiving?—Yes. I think a great many of the ordinary labourers are doing their best certainly to maintain their families on a totally inadequate amount.

42181. You think they are underpaid?—Yes, decidedly; chiefly because rents are very high.

Proposal for guardians to subscribe to labour homes.

42182. In Paragraph 16, under (d), you refer to subsidisation of charitable institutions. Have you thought out any scheme of closer co-operation between the Boards of Guardians and charitable societies?—Not any very detailed scheme. The Charity Organisation sends to us at the Labour Home any men they think we can help and they pay us a penny an hour towards their wages, and we thought if the guardians could do something in

that line, base a subscription on the number of men and the number of hours given, that it certainly would be a help, and would keep a good many men from finally becoming chargeable to the guardians.

Proposal for guardians to subscribe to labour homes.

42183. If the guardians are to refer cases to you would you be satisfied with the penny per hour for those persons referred by the guardians to you to be dealt with and would you provide all the remainder?—We should like more, but I do not think we would refuse them.

42184. You think that might even cost less to the guardians than the present system of relief?—I should think so.

42185. Do you work in close connection with the guardians?—No; at the Labour Home we are in constant touch with them. Our Labour Home and the guardians' offices are next door but one to each other; there is constant communication passing between us; but, beyond that, I have no experience really of the work of the guardians.

Co-operation between guardians and labour homes.

42186. Would you relieve a case that had been refused out-door relief by the guardians?—We should relieve it if, after our own enquiries, we thought we could put the man on his feet again, or enable him to make a fresh start.

Attitude of labour home to case refused out-relief.

42187. That is, if there was any hope of the man you would relieve him?—Yes.

42188. Supposing it is a case which the guardians think is not a suitable case for out-door relief? I understand they have outdoor labour test work?—Yes.

42189. If they feel that the man ought to go into the workhouse, and will not put him on out-door test work, would you relieve him?—We might if he was a single man and we thought he was anything like a hopeful case, we would take him into the Home and try him, but we should not keep him if he did not prove satisfactory.

42190. Have you any experience as to whether any of these men who have been at your Labour Home return to you?—Yes; we have had one or two cases who have come back after a certain period.

Recurrent applicants to labour home.

42191. Only a few cases?—Only a few. We have men come back to report themselves and show themselves.

42192. On the whole you think that it really starts them in life again?—Yes, a very large proportion of them.

Success of labour home.

42193. Should you relieve them if they came in successive years?—As a general rule I should say we should not if they come back to us, but in several cases we have taken them back again. We have to judge the cases individually.

Attitude of labour home to recurrent applicants.

42194. (*Mr. Phelps.*) I see in Paragraph 8 you say that "the Poor Law does not distinguish sufficiently between people." Do you not find in the case of vagrants it is almost impossible to distinguish?—I should think it is. It is very difficult to distinguish; but the vagrant goes on from one workhouse to another and he practically lives upon begging, and makes his home in the workhouses as he passes along. My idea is that that sort of thing wants stopping and he wants to be put somewhere where he is bound to work for his living.

The honest searcher for work and need for discriminating in his favour.

42195. What kind of man had you in your mind, what is called the honest vagrant?—I do not think I should call an honest man a vagrant.

42196. The honest wayfarer?—A man on tramp really looking for work.

42197. Have you much experience of that class?—Yes, we have a great many who come to the Labour Home.

42198. Have you investigated their cases thoroughly?—Yes, so far as it is possible to investigate them; we very often have given them work there and provided them with lodgings until we could make enquiries and see whether the place to which they said they were going for work was open for them, and so on. We have helped them in that way.

42199. Do you require a guarantee that work has been offered them at the place they are going to?—Yes, we do. The police find it out by telephoning for us.

42200. Do you find many of those cases in the course of a year?—Not a very large number, but certainly a proportion.

Need for
urther
ilities for
mergency
elief.

42201. With regard to quick relief, I see you say there is a difficulty both in the case of the Poor Law and of organised charity. Is it not the case with you that the relieving officer relieves always in emergency cases at once?—I do not think that all the cases get to the relieving officers; I think the relieving officer is the very last resource, and as a rule it is neighbours who go to the relieving officer rather than the people themselves.

42202. He would relieve at once?—Yes, I presume he would.

42203. He would not wait for a meeting of the Board?—No; he would probably give an order for groceries, or something like that, to go on with.

42204. It would be in kind?—Yes.

42205. You do not think that is enough in the way of quick relief?—I do not think so, quite.

42206. What had you in your mind to be substitute for that?—I had in my mind rather an extension of the Charity Organisation work. The Charity Organisation work, so far as my experience of it goes, is that it makes too many enquiries and takes too long before the relief actually gets to the person.

42207. It does not give interim relief pending enquiries?—No, not sufficiently; but I think the great difficulty is to get at these cases quickly enough. There are many cases that come under my notice where the people have been suffering for several days before the case has come to the notice either of the guardians or of the Charity Organisation Society, because the people did not want to go to them.

42208. Do you not think otherwise the provision of relief without enquiry would lead to an immense deal of improvidence?—Yes; there lies the difficulty; as I say here, in the case of householders the difficulty is not so great, but in the case of any but householders it is a very difficult question.

42209. You are thinking of the people in lodging-houses?—Yes. That is why I think that what is required is work which is paid for. If you can immediately give a man work to do it is sufficient test to shew that he is really anxious to earn something.

42210. At the end of Paragraph 15, the case Mr. Bentham asked you some questions about, you say: "The result is that neighbours in their pity help, and by their methods teach the children begging habits." Do I understand you to think that help of that kind is mischievous?—No, but I think that where it is continuous it is. If I might illustrate it from this family that I mentioned in my statement, in that case I know that the neighbours have been very good, and if they have had anything left over from dinner, and that sort of thing they have sent it to this family; and that the children feeling hungry, have gone in to the neighbours and got into the way of asking for it.

42211. How would you propose to remedy that? Neighbourly feeling is a thing to encourage, rather, but how do you propose to stop the bad results of it?—By increasing the relief, by making it unnecessary to start it.

42212. You do not think the habitual recourse to the relieving officer, and coming into constant contact with the Poor Law has the same demoralising effect?—I do not think it has a good effect.

42213. I do not quite see where the difference would come in, how one would be better than the other?—If the relief is sufficient to enable the family to be well fed and well clothed there would not be the necessity for the neighbours constantly coming to their assistance.

42214. On the other hand, they are always relying on the neighbours; that is, the ratepayers here?—They do not look upon the ratepayers as their neighbours.

Proposed
appointment
of local
investigation
officer for
charity and
elief.

42215. The last recommendation you make is: "The appointment in each locality of some person whose business it shall be to supply charitable organisations and the guardians with reliable information." Do you think that more is wanted in that way than actually exists. The relieving officer acts in that capacity for the guardians, does he not?—Yes. I think he does act much as the agent for the Charity Organisation Society acts, but I am not satisfied with the source of their information, they go to small shopkeepers living in the

neighbourhood, and it is very easy if there is some money owing to the small shop keepers not to get an exactly, I will not say truthful account, but at any rate not an unprejudiced account. *Rev. Walter Henry Verity*

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42216. You do not think as a rule they are well informed?—No, I do not think they are informed of the whole truth. I do not think either the small shop keepers or the relieving officers or the agent for the Charity Organisation Society believe in repentance, and if a man has once made a slip it is always raked up against him.

42217. That is rather a different point; the question is whether the evidence that he had made the slip was sufficient or not?—I do not think it ought to matter whether he has made a slip or not, if he is in need at that moment.

42218. This question is about whether the evidence is trustworthy, that is your point in that recommendation?—Yes.

42219. You think if you had an official person making those inquiries for everybody, he would have more chance of getting trustworthy information?—I think he could get more trustworthy information than is got at present. I can give you an instance in which I tried to get information, it was made some years back when I was curate in the centre of Huddersfield, I sent some names to the Charity Organisation Society, and in each case I got back an unfavourable report. From the experience I had of those people, I should say that two out of three cases were not as black as the report made them out to be; they were hard-working people, and although they might have made slips in days gone by, I think they were past.

42220. That I can quite understand, but surely it is an impossible position for a person to be sent out to obtain personal information with regard to character in a large town—I think you can get at it if you make inquiries in a sufficiently large sphere.

42221. I am not so much criticising the question whether you can get trustworthy information but really whether it would be an advisable thing to have a person who did nothing except learn about the doings of poor people?—Would it not be possible for instance through the police to get a great deal of information, more reliable information, they know more about the habits of people than people imagine they do.

42222. (Dr. Downes.) Have you considered the desirability of transferring the control of the vagrant wards to the police?—No, I cannot say I have ever given any very great consideration to it. I have heard it discussed both by the police and by members of the board of guardians, and so far as I am able to form an opinion upon it, I should say it would be a good thing.

42223. That is speaking from your own experience of the vagrant class?—From my own experience of the vagrant class, and the men we come into contact with.

42224. And also your knowledge of the police?—Yes, I may say we are very fortunate in Huddersfield in having a very good chief constable, and a very kind-hearted police force. I do not know that it would be the same everywhere, but certainly with us I think it would be a good thing.

42225. (Mr. Lock.) I suppose you would say that the Poor Law must have its own method of inquiry, would you not?—Certainly.

42226. You could not splice the police inquiry to the Poor Law inquiry. You could not let half the information come from the police, or would you propose that part came from the relieving officers, in the matter of inquiry, and would you use the police for making the normal inquiries?—You mean instead of the present inquiries?

42227. Yes, or as well as?—I should combine the two. I think what we want is as much information as possible.

42228. Therefore you would make it, so to speak, obligatory on the Poor Law to ask the police?—Yes.

42229. And obligatory on the Poor Law to ask the Charity Organisation Society?—I do not know whether I would go as far as that.

Proposal
for guardians
to co-operate
with police
in inquiry
into cases.

Rev. Walter Henry Verity 42230. Supposing a case came up which is known to the Charity Organisation Society, how would you know it was known, unless inquiry was made there?—There wants to be co-operation between the two certainly.

42231. If that is so, what applies to those two or three sources would apply to other sources of relief in the place?—Yes.

Need of one local board for organisation of relief and charity. 42232. Does it not come to this, that there should be some kind of general board or organisation or agency for the whole of the town?—Yes.

42233. Associated together?—Quite so, not only for inquiries but for other purposes as well.

42234. I was thinking of inquiries first, as raising the issue?—Quite so.

42235. Until you have got that, can you in any way stop the overlapping that is going on?—No, until you have got that I do not think you can.

Question of desirability of subscription by guardians to charity. 42236. You have made some suggestions here as to boards of guardians subsidising charities. Do you not think that is open to some objection from the point of view of bringing which I may call the Poor Law element into voluntary work?—I think if it were done by means of a subscription it would not necessarily bring that Poor Law element in. I should not want that Poor Law element to be brought into voluntary work; that is why I should prefer a subscription to a payment.

42237. Would you propose that other charities, for instance hospitals and so on, should be on the same basis?—I think so. The Huddersfield Board of Guardians give £100 a year to the Huddersfield Infirmary as a subscription.

42238. Do you think that is a good method?—I think so.

42239. Do they use the hospital much themselves?—They do use the hospital, they send cases to it. At the last meeting of the board of guardians the Local Government Board enquired for a report as to the number of cases that they had sent and so on, I suppose to justify the subscription.

42240. Would not the hospital have been able to get on without the subscription?—Well, hospitals usually like as much as they can get. I think it would get on, certainly, but I think if the guardians have a case that is suitable, as they have subscribed, it gives them a kind of claim to have that case dealt with.

42241. You look upon it purely as a means for the better performance of the guardians' work?—Yes.

After-careers of inmates of labour home. 42242. With regard to the sixty-eight cases in your home as to which you made enquiries as to what happened to them, how long was it after they had left you that you made your enquiries?—Those are what you might call the leaving enquiries; we do not know for instance, and I do not know to-day, how many of those men have kept the employment to which they went.

42243. When did you make that enquiry or investigation, of which you gave the figures?—That was made as the men left the home.

42244. When?—Some of course, the earliest, would leave in October, 1905.

42245. Practically it is only the note made when the man leaves you?—That is the note made as the man leaves.

42246. You cannot say whether the man sticks to his place when he gets it?—No, I know several individual cases where they have, and some where they have not.

42247. With regard to the making of these enquiries, do you think that the staff is large enough to do the work quickly, we will say first of all of the Charity Organisation Society. Is that the difficulty?—I think that would be one of the difficulties.

42248. To what extent are volunteers associated with the Charity Organisation Society in its work, do you know?—As far as I know in Huddersfield, beyond the members of the committee there is very little assistance given voluntarily.

42249. Therefore, practically what takes place in many other cases, where there are many people working in the office and making enquiries, does not take place there?—No, there is only one man in the office, and he is the agent who makes all the enquiries, collects all the subscriptions, and so on.

42250. Do you know at all how long the Poor Law takes to make those enquiries?—I could not say.

42251. You have never been a guardian?—No.

42252. As to the police, have you used them in any other ways in the town, I mean to say in the distress committee, making the enquiries there?—I believe the chief constable was a member of the distress committee.

42253. You do not know whether the enquiries of the distress committee were made by the police?—No, the distress committee employed a special agent, but it was not successful, it never came to anything, so many men came, so many enquiries were made, and so many men were decided on as being satisfactory and deserving of help, and we offered help, but a very small number took the work up.

42254. How was it those men refused the work there, would they come to you for work?—No; we could have told them exactly the history of those men, if they had come to us.

42255. They were cases already known to you?—Yes, our police court missionary was a member of that committee, and was able to tell them a good deal of the history and circumstances of most of the local men who came before the committee.

42256. If there were a distress committee in the future, practically the closer it was attached to existing organisations the better?—Yes.

42257. (*Sir Samuel Provis.*) In those cases in which you said that the paupers after receiving their relief in kind sold it to the publicans, what was it, bread?—Yes.

42258. Anything else?—I could hardly specify, because I do not quite know what they do receive from the guardians.

42259. Did it include clothing?—I do not know whether they supply clothing, but certainly blankets were things I had special notice of, that found their way there.

Mr. GEORGE ABBOTT, called; and Examined.

Mr. George Abbott. 42260. (*Chairman.*) I understand that you have for a good many years been secretary of the Sheffield and Hallamshire District Branch of the Ancient Order of Foresters Friendly Society?—Yes, thirty-eight years.

42261. How many courts are there in the branch?—Thirty-three.

42262. You have prepared for us, I believe, a Statement which we can accept as your evidence-in-chief?—Yes.

(*The Witness handed in the following Statement.*)

Provision of Medical Assistance by Friendly Societies.

1. The provision of medical assistance by friendly societies is accomplished in Sheffield:—

(a) By making the members, yearly subscriptions sufficiently large to allow a sum of money (usually about 3s. yearly) being paid by the friendly society to a local medical practitioner for attendance upon the individual member during the year.

(b) Or where the medical benefit is an optional one, by allowing members to pay a similar amount to his friendly society for this particular benefit if he desires.

2. There are two methods by which the friendly society undertakes to secure the medical benefit for the member.

(a) By contracting with a medical practitioner already pursuing a private practice to attend upon the members subscribing to the medical benefit fund upon payment of an agreed sum per member yearly, generally about 3s. per member.

After-care of inmates of labour home

Extent of volunteer assistance Huddersfield Charity Organisation Society.

Method of investigation by distress committee

Co-operation between distress committee and police court missionary.

The exchange of publicans' drink for relief in kind.

Methods of medical provision of medical assistance through friendly societies in Sheffield.

Contract with private practitioner

Speaking generally, this method provides medical aid only for the male member and does not include any provision for attendance upon the wife or children of the member. Under this method the medical man generally expects to be called upon to render medical aid to the wife and family, upon the terms of ordinary medical practice.

(b) By a number of friendly societies combining together and so forming a "medical association." In this method the committee of the medical association engages duly qualified medical men to attend solely upon the members of the association without any private practice whatever.

3. The association provides the necessary premises, purchases the drugs and ingredients direct, and pays to the medical officer a fixed yearly sum as salary, the association being answerable for all costs of the organization, and the medical men having their full salary for purely personal and domestic use.

4. Under this system a member of the friendly society may by the payment of a small additional subscription have the attendance of the medical officer upon his wife and family. The advantages of the medical association are many. Amongst those which accrue to the member may be mentioned the fact that he is able to have the assistance of the medical officer for himself, wife, or children at the earliest needed opportunity, without fear of getting into debt.

5. The cost of the medical attendance to the member by co-operation and organisation being reduced to the minimum allows the member a larger margin for the provision of other domestic items.

6. Then the knowledge that he is paying the full cost of the medical attendance, and is not beholding to the overpayments of other people on the one hand, or the begging of favours from subscribers to so called public hospitals on the other hand, is calculated to improve the character of the individual, and to increase his feeling of self-reliance.

7. The advantages to the medical officer include the provision of a certain income paid with regularity, and his exemption from the worry of bad debts and the demands of the drug merchant.

8. Some thirty years ago a medical association was formed in Sheffield. For many years it had a successful career in the centre of the city. Various reasons operated to cause its winding up.

9. Recently another medical association has been formed upon a wider basis. This association has now three branch surgeries in operation, and it is hoped by increasing membership to open several others in due course.

10. I am distinctly in favour of these medical associations as being calculated by the encouragement of thrift and forethought to improve the character of the people, and thereby the character of the nation.

11. Free medical attendance by so-called public hospitals or through the medium of State provision is, in my opinion, calculated to weaken character and render the people less self-reliant.

Growth and Progress of Friendly Societies in Sheffield.

12. During the past ten years doubtless the membership of friendly societies has on the whole increased. Not, however, in the same ratio as formerly.

13. There are probably various reasons to account for this, amongst which I venture to suggest the growth of the opinion that the functions of the State should be so enlarged as to meet all the requirements of the individual.

14. Friendly societies are intended to encourage individuals by thrift and forethought to provide against times of distress, occasioned by the inability of the individual to pursue the practice which supplies his daily wants. The advocacy of "State Socialism," a condition under which the individual would be provided for against want in any form, has, in my opinion, done much to weaken the desire of individuals to provide by present day sacrifice for future wants. Hence the popularity amongst certain classes of the "Slate" or "Sharing-out" club.

15. The main departures in Sheffield from the original type of friendly society providing benefits during sickness, and at death, has been :—

(1) The provision of a lump sum of money— in lieu of weekly allowances—as accident compensation, and

(2) The provision of weekly allowances in old age as distinct from sickness allowances.

16. The first named "Accident Compensation Grants" intended to provide a sum of money to the member incapacitated from following his usual occupation through an accident or total blindness, first inaugurated by the Order of Druids, has been followed by most other friendly societies of the affiliated type operating in Sheffield. These grants range from £40 to £100, according to the society of which the individual is a member. In the Sheffield and Hallamshire district of the Ancient Order of Foresters, of which I am the district secretary, the accident compensation grant is £75.

During the last ten years this particular society has considered fifteen claims, and has made twelve grants.

17. Another modern development of friendly societies in Sheffield has been that of enabling members to purchase their own houses, by the payment of monthly sums, very little, if any, in excess of the usual charges for rent, the friendly society advancing the necessary purchase money, and having a mortgage security therefor over the house.

18. Another development has been made by the Sheffield and Hallamshire district of the Ancient Order of Foresters by way of endowment assurance policies. The endowment maturing at sixty years of age, or payable on earlier death.

19. This same society has also adopted a savings bank department, whereby members may make deposits and obtain interest thereon at the rate of $3\frac{1}{2}$ per cent. yearly.

Old Age Pension Fund.

20. The leading men in the Sheffield and Hallamshire Friendly District of the Ancient Order of Foresters, noting the pressure upon the sickness fund at different ages, and the increasing number of claimants in what was considered "old age," determined in the year 1893 upon the establishment of an "Old Age Pension Fund."

21. The provisions of this fund was to apply to future entrants only, who were to subscribe a distinct and definite sum yearly for the provision of "Old Age Pensions."

22. For obvious reasons the contribution to this "Old Age Pension Fund" was included in the total sum charged the new member fortnightly.

23. The contribution is based upon a 4 per cent. interest assumption and is certified by an actuary, approved by the Lords of the Treasury. The pension payable is 5s. weekly upon reaching sixty-five years of age. Members under this scheme are assured for sickness allowances up to sixty-five years of age and a sum of money payable at death. Upon arriving at sixty-five years of age contributions cease and the "Old Age Pension," the minimum sum of which is 5s. weekly, commences and continues throughout life.

24. This new scheme of "Old Age Allowances" was not accepted unanimously, but by a majority of delegates, and was, and still continues, an optional benefit, under the district constitution.

25. The district is now composed of thirty-three courts. Five of these have been opened during the last thirteen years, and all members admitted thereto are required to contribute for the old age pension.

26. In addition there are eleven previously established branches which have adopted the scheme and which require all entrants to subscribe for "Old Age Pensions."

27. The success of this "new departure" during the past ten years is well illustrated in the following figures.

28. The total membership of the district on January 1st, 1897, was 3,546. Of these there were 200 who were subscribing for old age pensions, leaving a net 3,346, who were subscribing for sick and funeral benefits only.

Mr. George Abbott.

25 Feb. 1907.

Accident compensation grants and old age pensions by friendly societies.

House purchase through friendly societies.

Friendly society endowment insurance policies and savings bank.

Friendly society old age pension funds and contributions thereto.

Success of friendly society old age pension scheme.

Whole-time medical officers to associations of friendly societies and advantages hereof.

The effect of free medical relief on character.

Progress of friendly societies in Sheffield.

Prevalence of socialism prejudicial to friendly societies.

Popularity of late clubs.

Mr. George Abbott. 29. On December 31st, 1906, the number of members subscribing for sick and funeral benefits only was 2,669, a decrease through deaths and lapses of 677 members in ten years.

25 Feb. 1907. 30. On January 1st, 1897, the number of members subscribing for sick and pension allowances was 200. On December 31st, 1906, the number of members so subscribing for sick and pension allowances was 680, an increase during the ten years of 480 members.

Friendly society old age pension scheme for women. 31. One of these branches is confined to women, all of whom are assured for sickness allowances up to sixty-five years of age, and after that age an "Old Age Pension" of 5s. per week throughout life. In this branch there are now fifty-two members, all of whom are assured for sickness allowances up to sixty-five years of age, and an old age pension allowance of 5s. weekly afterwards throughout life.

Out-Door Relief (Friendly Societies) Act.

Operation of Out-Door Relief (Friendly Societies) Act. 32. This Act intended to obtain for those unfortunate members of friendly societies, whose long continued illness had compelled them to seek Poor Law relief, some recognition of the statement that

33. "Thrift is a virtue which wins reward" has probably been the means of helping the wives and children of the long suffering members whose income from the friendly society has been reduced to not more than 5s. per week. I am not acquainted with any particular case of this description. The members of friendly societies and their families are, so far as I have had experience, very much averse to "Poor Law relief."

34. So far as I am personally aware, the "out-door relief" Act has been of more service to aged members than to middle aged members.

35. I have known three cases where aged members of friendly societies whose income was less than 5s. weekly applied under the Act.

Two of these were relieved. One was first refused, but after some time was relieved.

36. The Act does not make it compulsory for the guardians of the poor to grant relief to a friendly society member whose income is not more than 5s. weekly, but where relief is granted then this sum is not to be taken into account.

Friendly society medical attendance by contract with private practitioner and results thereof.

42263. (Chairman.) In Paragraphs 1 and 2, you describe the two methods by which medical assistance can be obtained by members of friendly societies. The first (a) is by contracting with a medical practitioner, by which a member subscribing to the medical benefit fund upon payment of a sum agreed (generally about 3s. per member) obtains the service of a local medical practitioner; and secondly (b) by friendly societies forming themselves into a medical association, and by this method duly qualified men are engaged to attend solely upon the members. Which is the more common practice (a) or (b)?—(a).

42264. That is, so many people subscribe weekly and a medical man undertakes to attend to certain families; is that it?—Generally only to the man, the head of the house.

42265. The medical practitioner attends to certain men whose payment he receives; is that so?—Yes, that is so.

42266. And he attends to that man for that payment irrespective of the number of visits he may have to pay?—Yes.

42267. Is that the general system in Sheffield?—Yes, it is.

42268. Has that system worked pretty well? Has the medical attendance been adequate, do you think?—No, I do not think it has.

42269. In what sense has it not worked well? Are the doctors underpaid?—The doctors say they are underpaid.

42270. And the patients whom they attend are not altogether satisfied?—That is so.

42271. Has that dissatisfaction increased or diminished of recent years?—I believe it has increased.

42272. Do you think the system in itself is a good system?—I think it is better than relief at the public hospitals, but I do not think it is as good as (b).

42273. Under (b), medical men are paid a certain sum, and they give their whole time?—That is so.

42274. Under that system, is more satisfaction expressed by the patients than under the other?—Yes. Medical attendance by association of friendly societies employing whole-time medical officer and results thereof.

42275. Is it because the medical man is of higher standing under the (b) system, or is it because he gives more time?—It arises from the fact that he has no counter patients, that is, no private patients which cause him to pay more attention to the higher fee than to the lower one.

42276. What sort of pay does a doctor get who undertakes that work?—I believe that the three medical men who are now engaged in Sheffield under system (b) are paid £300 each per year, with a house free, the drugs being bought by the association.

42277. Is there any difficulty in getting the doctor to undertake this work at that pay?—There is not now.

42278. (Dr. Downes.) Has there been a difficulty in getting doctors?—Yes, in years gone by. This is the second medical association in Sheffield, and during the twenty-one years of the operation of the first association there were difficulties in getting medical men, because the local medical men would not associate with them. Attitude of medical profession towards friendly societies.

42279. On what ground?—On the ground that it was unprofessional and that it was cutting out an established practitioner.

42280. Has that opposition died out?—I believe it exists to a much smaller extent to-day, though the same opposition has been threatened during the last year.

42281. From what quarter has it been threatened?—From the medical men.

42282. Has that died out also, or is it still in operation?—I think it still lingers.

42283. (Chairman.) Through this medical man, I assume that members of these associations would be able to get indoor treatment at the hospitals if he gives them a letter?—I do not think the association itself provides letters, or, as we term them in Sheffield, "recommendations" for the hospitals. Operations of medical association of friendly societies.

42284. If the medical man wrote a letter in the case of any one of his patients who was seriously ill, would not the hospital take that patient in?—I have no knowledge of that.

42285. I gather that in Sheffield it is the practice of certain large firms to make their employees pay a certain sum towards medical attendance?—Yes, 1d. per week. Medical clubs for employees.

42286. Does that affect your friendly societies at all?—No, I think not. effect on friendly societies.

42287. Are there men belonging to the friendly societies who pay this 1d. a week besides?—Yes. It is a matter of compulsion.

42288. Assuming that a man who belonged to a friendly society had to undergo an operation, what would happen; how would he meet that expense?—If it was a serious operation no doubt he would be ordered to the hospital. There are some operations which are performed at the member's own house, where the accommodation will permit of it; but a serious case would be ordered into the hospital. Provision for operations of friendly societies.

42289. The house surgeon would take him in, I suppose?—Yes.

42290. In any case, do members of the friendly societies, if there is a serious case, ever go into the wards of the Poor Law hospitals?—I have no knowledge of that, but I think not.

42291. In your experience would you say that a very considerable proportion of the wage-earning class dislike of medical applying for medical relief which is in any way connected with the Poor Law?—Yes. Deterrence of medical relief.

42292. Would you say that that was a deterrent to their getting the relief which they sometimes want?—I think the charges in the friendly societies are so moderate that there is no necessity for a man to seek medical relief at the hands of the Poor Law. Cheapness of friendly society medical benefit obviates need to resort to Poor Law.

42293. How low down do your members go as regards wages?—We have no wage limit whatever.

42294. As a matter of practice how far down do they go?—There are men in the friendly societies who earn less than £1 per week. Wages of members of Sheffield friendly societies.

Medical attendance by association of friendly societies employing whole-time medical officer and results thereof.

42295. That, I suppose, is low in Sheffield, is it not?—Yes, I should think it is.

42296. Are there many unskilled labouring men there?—Yes, there are many unskilled labourers.

Prevalence of Socialism prejudicial to friendly societies. 42297. Friendly societies have not increased of recent years as they did in the past, have they?—That is so.

42298. I think you attribute that amongst other causes to the advocacy of State socialism; apparently you think that has had some effect?—That is my firm conviction.

Popularity of slate clubs. 42299. The slate or sharing-out clubs have got somewhat increased popularity, as they divide always at the end of the year, I suppose?—Yes.

42300. The idea of having to provide for the future being removed, these societies which divide their profits, or their supposed profits, periodically have become more popular?—Yes.

Friendly society compensation grants for accidents and their operation. 42301. There have been certain changes or departures which have taken place in Sheffield, I gather, and you now provide for a lump sum in lieu of the weekly allowances as accident compensation?—Yes.

42302. Is that more popular than the weekly sum?—The lump sum only takes effect when the member has so far recovered from his accident as to be able to work. He takes the weekly sum so long as he is unable to work. But when the medical attendant says, "This man is now able to resume some occupation," then comes the application for the grant.

42303. Do you mean the lump sum by that?—Yes.

42304. How does it work? A man meets, say, with an accident; he has a weekly allowance, I will assume, for four weeks; he recovers at the end of the four weeks; would he then get a lump sum of money?—No. He would have to wait until a particular fixed meeting came round, when the question would be considered, and the grant made or refused as the case might be.

42305. What is the idea of giving the lump sum; is it to help him to get work?—It is to help him to get a living instead of being a permanent incubus on the society.

42306. The accident compensation would otherwise be a permanent weekly charge; is that it?—Yes. Some men, although they have recovered from their accident, would be unable to work at their own trade; and so the accident grant is made to enable such men to set up in some other way and to maintain themselves.

42307. Assuming that there was no lump sum, is the accident compensation grant given for a long period, say for years?—The practice is to pay a given sum, called full pay, weekly for a given number of weeks; then afterwards a reduced pay for a number of weeks, then again a still further reduced pay. Though these further reduced pays are supposed to be only in cases of sickness and disease, there are cases where they have been paid to members suffering from an accident.

42308. Do those reduced weekly payments cease after a certain period?—No; in many cases they run throughout life.

42309. Is this lump sum, then, in place of the so-to-say possible life allowance?—No. The man has received his full-pay allowance and the doctor says, "I can treat this case no further;" and then the man makes an application for the grant. If he obtains it he sets up usually in some small business way for himself. After he has had this grant if he falls sick from any disease or complaint whatever, he makes a claim upon the sickness fund again, and has the sickness pay, although he has had the accident grant.

42310. (Mr. Booth.) But he would have to maintain his contributions, would he not?—Yes.

42311. (Chairman.) Has that put a heavier charge upon the funds?—There is no doubt about that at all.

42312. Have the contributions been increased in consequence?—Only in an indirect manner. To meet the accident compensation grants a direct levy is made upon the members of the society for the sum. The ordinary subscriptions of the members have not been increased to meet those grants.

42313. The idea, I suppose, is that the lump sum would enable the man to set up in some other branch of work than that in which he was before?—Yes, that is the object. Mr. George Abbott. 25 Feb. 1907.

42314. Then a second departure that you have made in Sheffield is the provision of weekly allowances in old age as distinct from sickness allowances; are there many of these old age allowances being actually paid now?—No, there are not many in Sheffield. Some of the local societies have paid them for a number of years; but in what we call the Orders, that is in the affiliated societies, it is a new movement and has not yet come into operation, except in one particular instance. Friendly society old age allowances, and subscriptions therefor.

42315. Unless the man began very early in life the contribution would be a very heavy one weekly, I suppose?—Yes, he would have to pay more for his pension.

42316. I suppose that is one reason why it has not yet come into operation, because the older men cannot afford the subscription?—I do not think that is the reason. I think the reason is the lack of advocacy by the leaders.

42317. I suppose these weekly allowances begin about sixty-five, do they not?—Yes, at sixty-five.

42318. Take a man of forty, what sort of weekly payment would he have to make to get a weekly allowance in old age?—The system is to charge a subscription for sickness benefit up to sixty-five, and a subscription in addition to that for pension benefit and a subscription for funeral benefit. Speaking entirely from memory, for I have no book of the rules with me to refer to, to secure 10s. per week in sickness for twenty-six weeks, with proportionate reductions after that time up to sixty-five, and then commencing with a pension and no subscription whatever to be paid after sixty-five, a man at thirty-nine years of age, I believe, would have to pay 2s. 1d. per fortnight.

42319. Would the sick allowance cease at sixty-five? Yes, and so would his subscriptions.

42320. What sort of allowance would that subscription give him—5s.?—Yes. We have cases where men have insured for 10s. per week in pension.

42321. Actuarially does that contribution cover the cost of the pension as far as you know?—We have it certified by an actuary approved by the Lords of the Treasury, and he says it is ample at 4 per cent.

42322. Then I see by Paragraph 16 that you have accident compensation grants?—Yes, those are what we have been recently talking about.

42323. You have developed another branch of work, namely, that of enabling your members to purchase of houses their houses, the friendly society advancing the necessary through friendly purchase money?—Yes. friendly society.

42324. Has that been availed of much?—Not so much as the sanguine people thought it would be, but it has been fairly well availed of.

42325. And as far as you know the payments made are sufficient?—Yes.

42326. Your society, I take it, has not incurred losses in consequence?—We have made no losses whatever.

42327. Another development is the endowment Friendly assurance policy, and I see by Paragraph 18 that this society endowment matures at sixty years of age. Do you find endowment that this form of endowment is more popular than an old-age pension?—I think it is calculated to become more popular. At present it is a newer departure, so that it has not had the time to take hold of the people, but I believe it will ultimately be more popular than it is at present. insurance policies.

42328. What is the idea that makes it more popular? Is it that the man likes to have a lump sum so as to be able to start himself in business or to help his children?—It is because he would like to have the money himself, I believe. I think that is the foundation of it. If he dies before this age his widow will get it, but if he lives to this age there will be no children dependent upon him and he would like to have back the money he has paid.

Mr. George
Abbott.

25 Feb. 1907.

Friendly
society
endowment
insurance
policies.

42329. In the one case he fingers the money, or his widow does, and in the other case if he dies young with the prospect of a pension that is lost to the family ?—That is so.

42330. Is that feeling pretty prevalent, do you think, amongst people who think about providing for themselves in old age ?—As far as I have been able to observe I think it is. They frequently ask what is to become of their pension subscriptions if they die. We have to reply, if you die without sickness what is to become of your subscriptions then ; and we have to reply, if you want your subscriptions returned in case of early death you must pay more money for it.

42331. And of course in this case the amount paid would vary according to the amount of the endowment ?—Yes, and according to the age too.

42332. Have you any limit to the endowment ?—We start at £50 and they may advance in multiples of £10 up to £200, which is the extent that the Act allows us to go.

42333. I am rather ignorant in these matters, but the pay for medical attendance has nothing to do with sick allowance, has it ?—So far as the subscription is concerned it has not ; but the societies as a general rule include their contribution for sickness, for death, for medical attendance and for management in one fortnightly sum, there being certain portions, however, set apart for each benefit.

42334. That is to say a man out of his sick allowance would pay for medical attendance, would he ?—No. Generally speaking, 3d. per month of his gross contribution is deducted for medical purposes, and whether he is sick or not that money is expended. If he falls sick he then gets his full weekly allowance, and the attendance of the medical man in addition.

42335. Having paid for that by his 3d. per month ?—Yes.

42336. Does he pay the 3d. during the time he is ill ?—Yes, his subscriptions for all benefits are paid whilst he is ill.

42337. How does he pay them ?—Generally, in Sheffield fortnightly.

42338. If he is ill he cannot pay and then he has got to borrow has he not ?—There is a general practice, if a man's subscriptions are getting into arrears, say for two months or so, to stop his fortnightly contribution out of his week's sick pay. In some cases all his arrears are stopped, but that is not the general practice.

42339. Do you lose many members from their not being able to continue their contributions whilst they are sick ?—No.

42340. I suppose you are easy on them and give them time ?—The men understand that they have to pay their contribution, and they are paid either by the man or by his family.

42341. (Mr. Gardiner.) Does not his court make grants sometimes ?—In a case of extreme distress that is so.

42342. (Chairman.) In the paragraphs beginning with Paragraph 20 you deal with the old-age pension fund ; is that something separate from what we have been discussing ?—No.

42343. These paragraphs are an amplification really of what you have been telling us then ?—Yes, that is so.

42344. You give us some figures to show that this departure as regards old-age pensions is popular, and I see that taking the two years, 1897 and 1906, the number of workers subscribing for sick and pension allowances rose from 200 to 680 ?—Yes.

42345. What sort of number of members has your society in Sheffield ?—My particular society last December had 3,346.

42346. I see you have now brought in women, and that they can contribute towards a pension too ?—Yes.

42347. Has it answered to bring the women in ?—That does not progress so much as we expected, but they do not lose many members.

42348. I suppose you have discussed with other representatives of the friendly societies in Sheffield the question of old-age pensions ?—Not specifically for the purpose of giving evidence before this Commission, but I have in years gone by

42349. And you have your own ideas on the subject ?—Yes.

42350. Supposing the State were to provide old-age pensions, what would be the effect on societies like yours ?—I believe that it would cause the yearly dividing societies to increase their membership, and the permanent societies to decrease theirs. Personally I do not look at old-age pensions in that particular light. If I were convinced that old-age pensions were the proper thing, their effect on the societies would be quite a secondary consideration.

42351. Supposing that old-age pensions were to come into existence, could you alter the practice of your society so that it could adapt itself to the new state of things ?—No. So far as I am personally concerned I should still advocate the societies providing a pension in order to render the income of the individual more adequate than a State pension would ever be.

42352. Would it be possible for societies like yours to devote their energies to making provision against unemployment, and so on, up to sixty-five when the pension would come in ?—Personally I am of opinion that that is the work of the trade unions as distinct from the friendly societies. There are some branches of these Orders which have out-of-work funds, and charge their members a given rate of contribution per month from which the subscriptions of the members who are out of work are paid. That is not very prevalent in Sheffield, but in Scotland it is a very prevalent practice. When the man is out of work he goes to his lodge and he says, I cannot pay my subscriptions because I am out of work ; they then vote a sum of money from this particular fund to pay his contributions for a given length of time.

42353. There is very little insurance against unemployment in England, I think ; do you know ?—There is very little as far as I know outside the trade unions.

42354. Does employment fluctuate very much in Sheffield ?—Yes.

42355. Even amongst the skilled workers ?—Yes. The introduction of improvements in machinery after a while throws out a number of men, and then an increase of trade brings some of them back again.

42356. And Government orders, I suppose, would have an effect in Sheffield ?—Yes.

42357. Do you think it would be possible to set up some system of insuring against unemployment ?—I think so. As to how it would be effected I am not prepared to say, but I think it would be possible.

42358. Is it felt at all to be a want now ?—I am not a trade unionist, so that I could not say. In the friendly societies the men frequently say, "I have had no work and I cannot pay." It is customary in and around Sheffield to make a particular grant for the member from what we term the benevolent fund. We clear him off, and expect him when he gets into work to resume his subscriptions at the earliest date.

42359. (Sir Samuel Provis.) I did not understand exactly how you provide the funds for the accident friendly compensation grants. Have you a permanent fund for that purpose, or do you make a levy upon the members ?—We make a levy upon all the members of the society.

42360. When an actual case occurs ?—When the grant is made. My own society last October granted two sums of money amounting to £150. The total was then levied upon the branches, who would secure from their individual members a given sum of money with which to meet the grants.

42361. You might have some difficulty, might you not, in carrying out that plan if you had a great number of applications at the same time ?—Yes. It would fall heavily upon the members then ; but, generally speaking, the members accept these levies very readily.

42362. They are compulsory levies, I suppose ?—Yes, but the men do not grumble so much about them.

42363. I understand that it is a legal obligation upon them ?—Yes ; it is provided in their rules that they shall do so. But there are other times when we have to levy for management costs, which we can recover under the rules, but the men grumble about it. They do not often grumble about these accident levies.

Effect of
State old age
pensions on
friendly
societies.

Question of
friendly
societies
undertaking
unemployment
insurance

Fluctuation
of employment
in Sheffield.

Possibility
of insuring
against unemployment.

Finance of
friendly
society
accident
compensation
grants.

Method of
contributions
for friendly
society
endowment
medical
attendance.

Practice as
regards
arrears of
contributions
to friendly
societies.

Old age
pensions by
friendly
societies.

Friendly
society old
age pensions
for women.

inance of
friendly
society
accident
compensa-
on grants.

42364. (*Chairman.*) In your experience has there ever been a bad accident where a certain number of the members of a friendly society have got damaged?—I believe in a neighbouring society which operates in Sheffield that has been the case, but in my own society we have never had more than one accident at a time which has operated on us.

42365. Was the levy paid without difficulty in that case?—Yes.

42366. It is a sort of point of honour, is it, to pay the levy?—Yes. The rules require it to be paid, and we could recover it under any circumstances, but the men as a rule pay these levies cheerfully.

42367. Could you give us a copy of your rules?—I will send you a copy with pleasure. (*Subsequently sent. See App. No. XIII. (A).*)

question of
medical
attendance
in families
friendly
society
members.

42368. (*Sir Samuel Provis.*) You tell us in paragraph 4 that under the system there mentioned there may be a payment of a small additional subscription, and then the attendance of the medical officer can be obtained for the wife and family. Is that only under system (b) or does that apply to system (a) also?—I am not aware myself of any application of that principle under (a). I have known it in the past, but the medical men then said the claims upon them for wives and children were so heavy and they gave it up.

42369. Therefore where (a) prevails the head of the family has to provide medical attendance for his wife and children from some other source?—Yes, generally from the same medical officer to whom he pays his private charges.

42370. And the payment probably is not very great?—In some cases, yes. I have known some cases which have been serious troubles for the workman.

arrange-
ments for
payment of
contributions
members
friendly
societies
while sick
out of
work.

42371. (*Mr. Patten-MacDougall.*) Did I understand you correctly to say that in cases of sickness sometimes where the members are not able to pay their levies that is done for them by the other members, particularly, in Scotland?—I think that was a misunderstanding. In the case of sickness their contributions are charged just as though the men were in health, and, speaking generally, there is no trouble whatever in getting that money, but sometimes a man is out of work, and then he says "I cannot pay my money," and then we make him a grant from the benevolent fund for that purpose. In some other cases where the sickness is of long duration, and it is reported that the wife and family are very badly off indeed, the man having no other income but his pay from his particular club, grants are made for the wife.

42372. Is that in accordance with your rules?—Yes. They are benevolent grants.

42373. Are they made by way of loan?—No. In our neighbourhood they are pure gifts.

effect of
medical
relief on
friendly
societies.

42374. (*Mr. Loch.*) Supposing there was a system of free medical relief introduced as the ordinary method of assistance in connection with the Poor Law, would that very much affect the friendly societies, especially in connection with men earning the lower wage?—No, I do not think it would.

42375. What would your reason be—that they would prefer to keep the status of friendly society men?—They would like to have the weekly income from the society, which would be 10s., or 12s., or 14s., per week, and they would therefore subscribe for that.

42376. Do you think it would have any effect upon the men outside the society in making them rather go to the Poor Law if they wanted medical relief than join a society?—I think if it is made easier than at present to get medical relief from the State more people will avail themselves of it.

arrange-
ments for
medical
assistance to
members of
friendly
societies at
Sheff'd.

42377. With regard to the hospitals I do not know how they are at Sheffield. Do you find that men who are in receipt of relief from the friendly societies go to the hospitals independently of you?—Not unless for accidents; but many of them seek relief at the hospitals for their families.

42378. So that they do not provide in that case for the whole family?—No.

prospects of
friendly
societies.

42379. Do you look forward to the great mass of the population coming into friendly societies by degrees, if they are left alone?—I think that as men and women

develop, and as they have still to be wage earners, they will see the necessity of insuring against all the contingencies that beset them.

Mr. George
Abbott.

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42380. On the whole, from your experience of life, do you think the advance has been in that direction?—Yes, I do think so. The drop which has taken place of recent years is to be attributed, I think, first to what we call the dividing societies, and then to the greater number of organisations that provide sick allowances.

Bright pros-
pects of
friendly
societies.

42381. Do you think that this progress would take place irrespective of anything like a house-to-house canvas such as the Prudential have, or anything of that kind?—I think it would take place more rapidly by that method of a house-to-house canvas, but it would cost so much more money to do it.

42382. Take the unskilled labourers with small earnings such as you have mentioned; do you find that they are joining your societies in large numbers?—Not in my own particular society, but in kindred societies the unskilled man earning 18s. a week is a very important factor.

Unskilled
labourers in
friendly
societies.

42383. Do you know men earning that amount of wage?—Yes.

42384. Are they getting on well or ill? Have they enough to eat and all that?—I do not think they have enough to eat.

Question of
wages
insufficient
for
subsistence.

42385. That is to say, with that rate they are just on the verge of subsistence earning?—I think it is too little to expect any family to be reared on. I think it might be made more, and that there might be a little more economy at home.

42386. Is rent high in Sheffield?—Yes.

42387. Do you find that what you referred to as the want of economy, or the possible want of economy, is a great factor?—That is my personal conviction.

42388. If that could be settled much else would follow perhaps?—Yes. If men would imbibe less and smoke less I think they could have more food.

42389. (*Dr. Downes.*) It is not so much the want of money, then, as the want of economy in the use of it?—That is so.

42390. (*Mr. Loch.*) With regard to the Out-door Relief (Friendly Societies) Bill, are these cases which you refer to practically all the cases which are receiving pensions, to your knowledge?—There may be others that I do not know of. Those are all I know of.

Operation of
Out-door
Relief
(Friendly
Societies)
Acts.

42391. Is it your impression that the Act is at all generally used?—No, I do not think it is generally used at all.

42392. Is there anything that you can suggest which would strengthen the friendly societies movement if we took the hopeful view which you do about it, namely, that it will increase and prosper? Is it to be left, so to speak, to the men to work out their own salvation?—I think so.

42393. Do you find that the charities of Sheffield, if there be charities there, in any way affect this question?—Not to my knowledge.

Friendly
society
members not
affected by
charities.

42394. The men who join the friendly societies practically stand aloof from the whole of the charities, I presume?—Yes. We have not many charities in Sheffield for middle age. We have a few charities, but they are very few, and the charities that we have in Sheffield chiefly apply to old age, being in the shape of almshouses and out-allowances.

42395. (*Chairman.*) You have lived for many years in Sheffield, have you not?—Yes, for fifty-six years.

Increasing
difficulty for
employment
of middle-
aged; effect
of Work-
men's Com-
pensation
Act, &c.

42396. Do you think that men of a certain age find it more difficult to get employment now than they did?—I do not move amongst the works, but from what I hear, I believe it is more difficult. I have no personal knowledge of it, and that is only what I hear in conversation.

42397. But there is that impression?—Yes. It is stated very frequently by men who have better opportunities of knowing than I have.

42398. What do they attribute it to?—The chief factor is now said to be the Workmen's Compensation Act.

Mr. George
Abbott.

25 Feb. 1907.

Friendly
society old
age pension
fund,
subscription
and benefits,
&c.

42399. (Mr. Chandler.) With respect to your old age pension fund which you state was established in 1893, I understand from your Statement that it was optional on the part of the members whether they took up those advantages?—Yes

42400. Does it still continue optional with them?—We have some branches which make it compulsory, and when a man wants to join he has to pay so much and that includes his pension contribution.

42401. In some branches you say it is compulsory on the part of the members to pay towards this fund?—Yes.

42402. What is the highest rate of the allowance for sick pay per week?—The standard begins with 10s. and then we go to 15s. and 20s. according to the subscription which the member pays. When a man joins originally he must pay for 10s., and if he wishes to increase it he may increase it to 15s. or 20s. with proportionate reductions.

42403. For how many weeks does that continue?—Twenty-six weeks.

42404. And after that, what happens?—If he has twenty-six weeks' continuous illness, then the 10s. is reduced to 7s. 6d.; that continues for another twenty-six weeks, and then it is reduced to 5s. which continues throughout his life if he be sick. Of course if he stays off for a given period of time, he comes into his full pay again.

42405. What I wanted to know is how you dealt with the permanent sick. If he belongs to your old age pension fund as well, would he get 10s. a week, that is, would the 5s. sick pay still continue in addition to the pension?—No. The sick pay would cease at sixty-five and then he would get the 5s. per week whether he were sick or not.

42406. Seeing that it is optional, what will happen to the member who does not pay towards the old age pension?—He would be on his sick fund up to death.

42407. And receiving 5s. a week?—Yes. Where there are no pensions, the sick pay runs throughout life. So does the contribution of the member run throughout his life. That point is one of the objections to our pension scheme; and many of the members will say, "Well, but if I fall sick at sixty-six years of age and I am on the sick fund, I shall get 10s. a week, but if I am on the pension fund you will only give me 5s."—forgetting that the pension is continuous, and the sick pay is dependent upon a condition.

42408. (Mr. Booth.) And subject to a contribution?—Yes.

42409. (Chairman.) What is the condition?—Sickness duly certified.

42410. (Mr. Chandler.) So that it is really an old-age pension for the permanent sick man?—Yes; there is no doubt about that.

42411. (Chairman.) Have you had any trouble with that condition?—Yes.

42412. Have you had a lot of trouble, would you say?—Yes. I know, for instance, men in my own society who could work at something; they have had strength enough about them to do some work, but the doctor will not specify what they are suffering from—he only says, "Sick, and under my care"—and so those men get the sick pay.

42413. (Mrs. Bosanquet.) You have one branch for women, I see?—Yes.

42414. But you have not very many women in it?—No, we have not.

42415. To what do you attribute the difficulty in getting women to join?—I suppose it arises from the fact that there has not been the same attempt to educate the women that there has been to educate the men. I suppose that is the only explanation.

42416. What class of women would these be?—Would they be women working in industries?—Women working in our warehouses, school teachers, hospital nurses, dressmakers and so forth.

42417. Would they be married women?—Married women are allowed to join. We have some who are married women and some that were married when they joined. Several of the women who are advanced fairly in age—getting close to forty—have joined for the pension.

42418. Do you have any difficulty with the rates of contributions for married women; are they higher than the rates for single women?—No, they are not higher; but I think experience shows that they are nearer the margin, that is to say that the rates of contribution ought to be higher for the claims that the women make upon them. Our experience is that the women make more claims than the men do.

42419. What is the case with the single women; are there more claims from them than from men?—They are the worst class we have to deal with.

42420. Why? Is it difficult to tell whether they are ill or not?—No, but they have a notion that though they are ill they may do their mother's house-work and they may scrub the floors and wash the clothes, which, of course is prohibited.

42421. How can you stop that?—Only by teaching the women a sense of honour.

42422. What happens to a married woman who gets on the funds, but insists on cleaning her house?—If we found that to be the case we should have to tell her that was wrong, and she would have to pay a fine for having done it. This particular branch of women manage for themselves entirely and no men interfere with them, but we learn, for all that, what their experience is.

42423. Is there a lower rate of contribution and pay than for the men?—Yes.

42424. What is the highest pay in the case of the women?—We only pay 8s. a week in sickness to a woman, whereas we pay 10s. to a man.

42425. Can they pay for a higher scale?—No, not in the women's branch.

42426. Do you get domestic servants at all in this branch?—We have a few and we have had more. The greatest loss that this branch has experienced in the, lapsing of members has been through hospital nurses, some of whom were attacked by infectious diseases and were treated in their hospitals where their wages went on, and yet they wanted the sick-pay which they got. That we believe, caused more of them to apply than if they had not been getting their allowance from the hospital.

42427. And yet you say they lapsed afterwards?—Yes, because we had to insist upon some stringent regulations regarding them.

42428. How did this branch start; did the men start it?—Yes; I started it myself.

42429. Have you much hope of its spreading amongst women?—I think it will grow. We are not people of rapid growth in Sheffield; we go slow.

42430. How long has this branch been running?—Twelve years.

42431. (Mr. Gardiner.) As regards the sharing-out societies, they have done injury, have they not, to the Foresters?—I believe they have attracted men who otherwise would have joined the permanent societies. Evil of "dividing" societies.

42432. Are you making any efforts by means of any propagandism to get people to see the superiority of your societies?—We issue a number of leaflets and write to the newspapers.

42433. Is it not the case that a great many people who would not be expected to support an unsound society do support it—parsons, for example?—Parsons are the greatest sinners, if you will pardon my saying so. Clergymen supporters of unsound friendly societies.

42434. In this particular?—Yes.

42435. Have you taken steps to bring the parsons to a better mind?—We have a number of branches which for very many years met at church schools; and the Archdeacon of Sheffield, Mr. Blakeney, was a contributing member of one of our branches for a number of years. We had a very successful branch at his school. We had several others too, and we have endeavoured to show the parsons the error of their ways.

Friendly
societies for
women and
difficulties
thereof.

42436. But without much success, do you say?—We went to one—Mr. Ommaney—and he would have nothing to do with it unless there was a uniform contribution, so that the old men might get in.

42437. (*Dr. Downes*). You have mentioned two methods of securing medical benefit, the first being (a) by contracting with a medical practitioner. Have you had any experience of a variation of that where the contract is with a number of medical practitioners and the member chooses his medical man from among them?—That prevails in Leicester, but not in Sheffield.

42438. Do you know how it answers?—It has worked in this way in Leicester, the societies form together a medical association similar to (b) with this exception, that instead of their getting their own resident medical man they contract with a number of medical men in the neighbourhood to attend to their sick members, examine them and prescribe for them, and then the association (b) dispenses the medicine.

42439. Would the wives and families come into that arrangement?—On the payment of extra subscriptions, yes.

42440. Would you consider it an advantage that the wives and families should come in?—Certainly.

42441. That, I take it, would be one of the advantages of (b), would it not, that the wives and families can come in?—Yes.

42442. Is another advantage under (b) that you would have your own medical man, and that the certificates of fitness for work would be more uniform, that is to say, supposing a member is ill and you wish to have a report on his condition, would you have an advantage where the medical man is under (b) as compared with the position under (a)?—I think so. Some twenty years ago I made an analysis of these societies myself, and compared a branch with 200 members which was under medical treatment by a private practitioner, and another branch with 200 members which was under medical treatment by an association—that is (b). Given the same average ages we found there was less sickness in (b) than there was in (a). That was demonstrated beyond dispute in a very large number of cases.

42443. Did you attribute that to the strictness of the medical certificate in (b)?—Yes.

42444. With regard to hospital treatment, have your members any difficulty in obtaining indoor hospital treatment when they require it?—They have the difficulty of going to ask for a "recommend." I have frequent applications made to myself for "recommends" for indoor treatment. I subscribe in another way to the charities, and I would not have a ticket on any account, because I think there is just as much pauperisation there as there is in the Poor Law.

42445. I am speaking of cases which really need surgical treatment in a hospital?—If it were an accident, or an operation had to be performed, the patient would still have to get an indoor ticket.

42446. Should you desire to see some co-ordination by which a member could be passed on to the hospital by the certificate of your medical officer, in cases of that sort, without a recommendation?—If that co-ordination only applies to the indoor treatment of accidents and operations I might.

42447. If such treatment is absolutely necessary?—Yes; but if it provided for outdoor treatment, or the ordinary medical treatment, I should be averse to it.

42448. What has been the effect of the Workmen's Compensation Acts upon your society?—They are generally said to have done us a great deal of harm.

42449. How would they apply to the accident compensation grants? Would they relieve you there in any way?—No. The men get the grant as well from their employer and through their insurance society and from our society the same. This peculiar difficulty has arisen—that where the accident under the old Act required the man to be off work some weeks, the society had to find the relief for that period before he could make the claim. In a number of minor accidents the man could have been working at the end of a fortnight, perhaps at

the end of a week, but in order to qualify for the grant from his employers he stayed upon our funds for the time necessary to put in his claim.

42450. (*Mr. Bentham*). With regard to Paragraph 12 you give us the impression that friendly societies have increased upon the whole during the last ten years; does that apply to the one Order of Foresters?—No, it applies to the societies in Sheffield generally.

42451. But you are speaking of Sheffield only?—That is so.

42452. It is the fact that the Foresters have lost ground during the last ten years, is it not?—Yes, slightly.

42453. It is on record that during the year's 1904 and 1905 they lost nearly 10,000 members, I think?—Not in Sheffield.

42454. No; I mean generally?—Yes, that is on record.

42455. Still, would you say they are holding their own in Sheffield?—No. We are losing slightly; we lost sixty members last year in Sheffield.

42456. Do you account for that by bad trade and by these slate clubs?—I think the dividing societies—the slate clubs as you term them—have more to do with it than bad trade. No doubt in the unskilled world where the man finds himself out of work in many cases he lapses.

42457. Do you see any hope of change in the public sentiment towards friendly societies?—I think there will have to be a change in the friendly societies themselves to meet the public development.

42458. What change, and in what direction?—I think the societies will have to offer the greatest number of separate benefits conceivable, in order to give a greater number of people a variety of options.

42459. That would mean an increased contribution, would it not?—No.

42460. Not necessarily, of course?—If the man wanted to take up an additional benefit then it would mean an increased contribution.

42461. But you would give him a greater choice than he has now?—Yes. Through my own motion last year we have made it possible for a man to join the society only for the sickness benefit—not for the funeral benefit, or the endowment or the pension, but just for the sickness pay; on the other hand he can join just for the pension benefit, and nothing else.

42462. Do you think the feeling amongst the working-classes generally is as strongly in favour of benefit societies of this kind as it used to be?—No, I do not.

42463. There is a general weakening in that respect, is there?—I think so.

42464. To what do you attribute that?—As I say, I believe myself that it is owing largely, if not entirely, in a very large proportion to the advocacy of State Socialism, under which there is to be no want and no distress.

42465. Which means that the public generally would provide for all the exigencies of life?—Yes.

42466. You think that feeling being in the air is against benefit societies?—That is my personal conviction after very careful consideration.

42467. In your hope that friendly societies will still again flourish, do you think that sentiment in favour of Socialism will die out?—I do think so. I do not think it is the first appearance of it you know. It is certainly the strongest appearance that I have seen, but it is not the first.

42468. Do you think it is just a passing phase of public feeling?—That is my personal impression.

42469. Do you think that Poor Law relief, as it has been administered recently, has had any effect upon the friendly societies movement?—That is to say, the easier that it has been made to get Poor Law relief, has that effected friendly societies?

42470. I do not say it has been made easier; I want to know if you have felt that it has?—I do not think it has had any effect myself.

Mr. George Abbott.

25 Feb. 1907.

Progress of friendly societies in Sheffield and district.

Prospects of friendly societies and their future development.

Decreased popularity of friendly societies and causes thereof.

Effect of freer poor relief on friendly societies.

friendly society medical association at Leicester and its operations.

Comparative merits of medical attendance by friendly society medical association and by contract with private practitioner.

Difficulty of friendly societies' members in obtaining hospital treatment.

Question of co-operation between friendly societies and voluntary hospitals.

Effect of Workmen's Compensation Act upon friendly societies.

How much is practically deducted from that to maintain his contributions?—That is a matter that would have to be thought out very carefully indeed.

42499. I am afraid I have still not made myself understood. He has to continue maintaining himself as a member of the society by paying his contributions, has he not?—Yes.

42500. That, in effect, is a reduction of the amount he receives?—Yes, it is.

42501. He is left with the difference to live upon?—That is so.

42502. What I want to know is what has he to live upon?—He receives 5s. and he pays the society so much—how much?—Generally speaking, if the man has joined under twenty-five, it would be 6d. per week, but if he joined at thirty-nine it would be a much heavier figure. If a man joins under twenty-five the probabilities are that out of his 5s. a week sick pay which he gets after sixty-five, 6d. a week would be enough.

42503. And it might be anything up to 1s. or any thing of that sort?—Yes, anything up to a shilling, depending entirely upon the man's age on joining.

42504. With regard to the extension of the operations of friendly societies, I gather that on the whole you approve of extending the sphere of their work and of giving optional benefits?—Yes, I do.

Mr. George Abbott.
25 Feb. 1907.

42505. The benefits mentioned in Paragraphs 16, 17, 18 and 19 are all benefits of which you approve, I take it?—Yes, except that I cannot say that I approve of the lump sum for the accident. I think that as the State has made this a charge upon the employer the employer should bear the whole cost of it. I did favour the movement at first, but developments have come about, and I think that the man ought to be satisfied with the grant that he gets from his employer, and that the other members who run less risks than he ought not to be charged to meet the inadequacy of the grant from the employer.

Nature of future developments for friendly societies.
Compensation for accidents through friendly societies.

42506. Was that movement begun before the Workmen's Compensation Act?—Yes. One particular society, the Order of Druids, whose chief office is at Manchester, have had this accident compensation in force for twenty-five years to my own knowledge, but in smaller sums.

42507. But you would prefer to withdraw that and to develop more in these other directions?—Yes.

EIGHTY-THIRD DAY.

Tuesday, 26th February, 1907.

AT THE FOREIGN OFFICE, DOWNING STREET, S.W.

PRESENT.

The Right Hon. Lord GEORGE HAMILTON, G.C.S.I., etc., etc., etc. (*Chairman*).

The Right Hon. CHARLES BOOTH, F.R.S.

Sir SAMUEL B. PROVIS, K.C.B.

Mr. F. H. BENTHAM.

Dr. A. H. DOWNES.

The Rev. T. GAGE GARDINER.

Mr. C. S. LOCH.

Mr. J. PATTEN-MACDOUGALL, C.B.

Mr. T. HANCOCK NUNN.

The Rev. L. R. PHELPS.

The Rev. H. RUSSELL WAKEFIELD

Mrs. BERNARD BOSANQUET.

Mrs. SIDNEY WEBB.

Miss OCTAVIA HILL.

Mr. FRANCIS CHANDLER.

Mr. R. H. A. G. DUFF (*Secretary*).

Mr. J. JEFFREY (*Assistant Secretary*).

Dr. ARTHUR HAWKYARD; called, and Examined.

42508. (*Chairman*.) You are a Member of the Hunslet Board of Guardians and a Justice of the Peace for the City of Leeds?—I am.

42509. You have prepared a statement, which we will take as your evidence-in-chief if you will kindly hand it in?—Certainly.

(*The Witness handed in the following Statement.*)

1. The sanitary authority of Leeds does not medically assist the poor, except in the way of occasionally finding nurses, drugs, etc., for them, when suffering from infectious illness. This power might be usefully extended to supplying underfed and ill-fed babies with good milk.

2. The present plan of medically assisting the poor under the Poor Law is not an efficient system. The average Poor Law medical officer (outdoor) does not give the satisfaction he ought to his patients. Consequently, the private practitioner is often called upon to attend parish patients.

3. The remedy for this state of affairs would be to appoint all practitioners in a district Poor Law medical offices who would be willing to act.

4. A great many of the ailing old poor suffer greatly from want of nursing, etc. They cannot keep themselves clean, or their houses clean, and if they live in a house with bedroom upstairs, they never use the bedroom. To remedy this, Poor Law nurses (outdoor) should have the supervision of the aged infirm, see their bed clothes and linen are kept clean, and their houses are kept clean. To do the necessary washing and cleaning, those able-bodied women receiving outdoor relief should be at the call of the nurse for a certain number of hours each week.

5. In every union there should be single-room dwellings erected for the infirm old couples. These should be built in the various districts, and be under the supervision of the Poor Law nurse. All old couples in receipt of outdoor relief should have one of the houses found, rent free. At present the greater part of the outdoor relief, paid in the Hunslet Union, goes in rent.

6. At an investigation, made some time ago, it was found that after paying the rent only 7½d. was left for food and clothing in each case.

7. In this district, owing to the very low rate of wages paid to labourers, a great amount of work has to be done by the private medical men for nothing. The standard

Dr. Arthur Hawkyard.
26 Feb. 1907.

Need of nurses for outdoor paupers.

Proposed rent-free homes for married outdoor couples.

Inadequate out-relief.

Low wages for labourers, and consequent gratuitous assistance by doctors.

Dr. Arthur Hawkyard.

26 Feb. 1907.

Gratuitous medical assistance of the poor by doctors.

Removals in Leeds due to debt.

Working men's sick clubs.

Proposed scheme of provident dispensaries subsidised by guardians with all the resident medical men as staff.

Absence of overlapping between Poor Law and other medical assistance.

Proposed scheme of provident dispensaries subsidised by guardians with all the resident medical men as staff.

Need of greater facilities for medical relief.

Need of consulting and visiting medical officers for poor law infirmaries and of further extension of such infirmaries.

Proposed system of unlimited number of district medical officers in each district.

rate of wage was, until recently, 18s. per week. Deducting holidays, etc., the average for the year would be about 15s.

8. It is obvious a man cannot live and support a wife and four or five children decently on this. Someone has to make up the difference between what the man earns and what it costs him to live.

9. A big burden is placed on a medical man's shoulders in helping these people. In my own particular case, I have to work every year three and four months for nothing, and it costs me in cash £250 each year to earn the fees I never receive.

10. The bulk of this work is done for the class of low wage-earners. The small grocer and small property owner also suffer. Many hundreds of people are constantly moving about from district to district in order to evade their creditors.

11. In South Leeds, from the making up of the register until the general election in January, there were nearly 4,000 removals, and I believe a great many of these removals were made to avoid creditors.

12. Most working men are in clubs, but the women and children are not.

13. The hospitals are not made much use of by this class (comparatively) except in case of accident, and they cannot apply to the Poor Law authorities.

14. The remedy would be the establishment of so-called dispensaries, where for the payment of a weekly sum medical aid could be secured.

15. The guardians might be called on to contribute, but there should be a strict wage limit.

16. I do not think there is much evidence of overlapping by the above agencies for medically assisting the poor.

17. Voluntary efforts practically do not exist in this district. A public dispensary has been recently established.

18. It is quite possible by establishing provident Dispensaries in the several districts of towns to work Poor Law medical relief and medical relief for the badly paid labourers together.

All the medical men in the district willing to be attached to the dispensary, should be on the staff, and paid according to the amount of work done, the guardians, of course, contributing their share.

19. I think there is no doubt that, in many instances, poor people suffer because they do not want to have parish medical attendance on the one hand or to contract debts with medical men, because they cannot pay, on the other. Nursing, and especially suitable food, are often wanting.

20. Greater facilities should be offered for the poor securing admittance to the Poor Law infirmaries. I refer to the difficulties put in the way by boards of guardians when the family is not quite destitute.

21. Poor Law infirmaries, where no resident medical man is appointed, might, with great advantage, have the services of highly trained or consulting visiting medical and surgical officers, so that greater use could be made of these institutions. At present, owing to the inadequate number of beds in the general infirmaries for the number of the population seeking admission, there is great need of more hospital accommodation, and Poor Law infirmaries might be usefully developed.

42510. (*Chairman.*) You have never been associated officially as a medical officer under the Poor Law, have you?—I was Assistant Resident Medical Officer at Leeds for four years, but that is twenty odd years ago.

42511. Have you been long a member of the Hunslet Board of Guardians?—Since 1894 or 1895. I was elected after the new Act of 1894.

42512. You are not satisfied with the present system of Poor Law medical out-relief, and you think the remedy or an improvement would be to appoint all practitioners in a district Poor Law medical officers, if they were willing to act?—I do.

42513. They would receive a payment for each visit?—Yes, exactly, that would be so. I think the fees might

be based perhaps on, I will not say what is allowed now, Proposed because after all I think Poor Law medical officers do not ordination think enough money for what they have to do, but still I provide. I think a basis might be arranged with regard to fees. I dispensaries and out medical relief do not think it would be impossible to associate the outdoor medical relief of the poor with a system of provident dispensaries in the various districts of the union for those who are on the verge of poverty. It would not be impossible to do that.

42514. It was suggested to us that to get over this difficulty of fees and the payment of medical officers it might be possible to work through the provident medical institutions, to put, as it were, a direct pressure on persons to belong to them, and that those who did not belong to them, or were unable to belong to them, should have their fees paid by the Poor Law?—I do not think you could go on paying the fees for ever for those improvident people. I should make some distinction between those who have made provision and those who have not, if it were possible.

42515. Then comes in the gratuitous relief given by the hospitals?—Hospitals in Leeds do not visit patients; they see patients who go to them, but they do not come out into the districts to see patients in their own homes, and although we have in Leeds a dispensary which does that, it does not touch the district in which I live; we are too far from the centre.

42516. Your comments apply to the insufficiency of the domiciliary visits of the Poor Law medical officer?—Dissatisfac I do not think that is satisfactory, because I hear many tion with district medical officers and propo complaints from the outdoor poor; I do not say they power to paupers to choose the own distri are serious complaints, but still they are complaints which they think very real, and they often complain about them, and I think if they had some little discretion as to who should be their medical attendant a lot of medical officer. those complaints would cease.

42517. You contemplate their getting relief free under your proposal?—The guardians would have to pay for the outdoor poor in any case I take it, even if you associated them with those in work who are attached to a provident dispensary.

42518. Is the fact that medical relief is associated Deterrence with the Poor Law in your judgment at all a deterrent of medical to people seeking relief?—I think it is, and the result relief. is this, that the local practitioners have to do an immense amount of work for which they never get any pay.

42519. That is poor people go to them who are, so to say, choked off from going to the Poor Law and are unable to pay the medical man who attends them?—That is so, they are choked off by the relieving officer and by the guardians in many cases, and I am afraid the manner of some of the medical officers chokes them off as well.

42520. It is alleged by certain witnesses that the medical relief is not prompt enough?—That is so. Inaccessi- bility of medical relief.

42521. That the relieving officer considers it his duty to inquire before relief is given?—That is so. Last week I got up in the night to go to a poor person; I found when I got there they had made an application to the parish medical officer, he would not go because there was no order. I had to get up in the night and do the work, and the next day they got an order, and he was attended to. There is a case which happened in my district last week of a widow; she has two daughters, one twenty-four and the other nineteen, they bring in 10s. a week and 4s. respectively. The total income of the house is 14s.; 4s. rent is paid. She has one son, who has a wife and three children; he is getting £1 a week. The husband before he died never had more than £1 a week; his yearly average was 14s., yet she was refused outdoor medical relief. That is a sample of many cases which I come across in Hunslet.

42522. Was the son living with her?—He would have enough to do with only £1 a week and three children and a wife. He could not do much to help his mother.

42523. (*Mr. Bentham.*) Which union was that in?—Hunslet.

42524. (*Chairman.*) He was not living with his mother?—No, he is married and has a family of his own.

Proposed universal system of provident dispensaries with payment by guardians of contributions of indigent.

42525. A suggestion has been made to us that the medical relief should be altogether dissociated from the Poor Law. Have you ever thought of any scheme of that kind?—Yes. Supposing you had a system of provident dispensaries for those who are on the verge of poverty, labourers, those getting about 17s. or 18s. a week, there is no difficulty to my mind in putting the parish poor on to dispensary lists and the guardians paying for the attendance, paying their proportionate charges.

Difficulties in dissociating medical relief from the Poor Law.

42526. It would then still be associated with the Poor Law. The proposal was to take the medical relief away from the guardians?—I am afraid there are difficulties about that. I do not see how it is to be done quite, because after all somebody must pay for this work, and I suppose the guardians must, and if they do you are associated with the Poor Law at once, but if the work was done by provident dispensaries instead of parish medical officers the Poor Law part of the scheme would not be so apparent.

Proposed universal system of provident dispensaries with payment by guardians of contributions of indigent.

42527. Would the provident dispensary have the power of recovery from persons who did not belong to the dispensary who came for relief, or would it be limited simply to persons who could not pay?—You would have to limit it I suppose by a wage limit. Surely you would not allow everybody to belong to a provident dispensary.

42528. There would be a class of person who did not belong to it who were not paupers and who were not destitute?—You would always find those people.

42529. How would you deal with those, they are a considerable class?—That is a difficulty, but still it is quite obvious you could not go to free medical relief. I think these people should pay something, although it might be very small. You might after all, I think conveniently abolish Poor Law medical officers and hand these people over to the medical officer of the district.

42530. You must of course have medical officers with regard to your infirmaries?—I am speaking of outside relief, not infirmaries at all.

Alleged crowding out of the poor from voluntary hospitals.

42531. Have you heard the complaint made that persons who now avail themselves of the hospital facilities are of a class for whom the hospitals were not originally intended, and consequently the poor are pushed out and forced to go to Poor Law infirmaries more than they ought to?—No doubt hospitals are abused and used by persons who could afford to pay a practitioner. I do not think they push out others; after all the hospitals deal with the mass of work which comes to them in some way or other. There is no doubt that the general hospitals do attend to people who ought to be going elsewhere, but that tends more to bring discredit upon the hospital system than anything else. I do not think the poor suffer any inconvenience from that at Leeds.

42532. Except that the others take their place?—Well, the hospitals would not have so much to do.

Inadequate hospital accommodation at Leeds and methods of admission to the hospital.

42533. That is assuming they can treat the poor as they ought to be treated, and in addition take in these people who can afford to pay; unless the accommodation is increased somebody must be displaced?—Quite so; in the general hospital at Leeds now, I daresay to-day there are probably 500 people waiting to go inside as in-patients, they cannot get in because the beds are occupied, the place is not large enough, but still these people are not taking their turns. If you want to get a patient into the hospital at Leeds, the best thing to do is to call in one of the staff as a consultant, pay him his fee and he will give you an order to go inside, and that is what is done if you have an urgent case and want to get it into the hospital at once.

42534. Under your scheme with these provident dispensaries, I assume that an order or a letter from one of the doctors attached to the dispensary would gain admission to the hospital for a patient seriously ill?—It should do.

The position of the Poor Law infirmaries under proposed provident dispensary system.

42535. Short of transferring medical relief to an authority other than the Poor Law, you have no other suggestion to make than that of the provident dispensary?—Not for the outdoor poor.

42536. Would you leave the infirmary as it is now attached to the Poor Law?—Quite so, I suppose you

would have to. People do not go to the Poor Law infirmary very willingly often, but still many people who would go there are choked off by the guardians.

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42537. You think there is a reluctance to go?—There is a reluctance to go on the part of some people, but others who ought to go into the workhouse infirmary the guardians will not admit.

Deterrence of medical relief.

42538. To what is the reluctance to go into the infirmary due, is it on account of the person becoming a pauper?—Yes.

42539. It is not on account of the treatment?—No, the treatment is of the best. It is prejudice and sentiment. I take it, largely which influences these people.

42540. A suggestion has been made that all hospitals and all infirmaries should if possible be brought into co-operation and put under the municipal authority. Have you ever thought of any proposal of that kind?—Yes, I have thought about the matter, but I do not think it is very possible. I think municipal bodies have quite enough to do now without having any more work attached to their office, and although municipalities now deal with all kinds of infectious illness, and consumption in some places, I think generally the illnesses would be far better dealt with by a charitable body than by the corporation. If you had the thing municipally managed, every ratepayer would claim the right of going into the hospital when he was poorly. He would think he had a right to go there; he paid rates towards the maintenance of the place and should go there.

Objections to transfer of voluntary hospitals to sanitary authorities.

42541. That is the argument of the poor ratepayers now with regard to the Poor Law, that they have a right to help because they pay rates?—True; but if they have sufficient funds of their own they should not be put on the funds of the general public.

42542. Would not the same apply to the hospitals if transferred to the municipal authority?—Yes, but you would attract a different class of people. People who now can afford to pay for medical attendance, and could afford, probably, to go into private hospitals, would claim to go into the municipal hospital, if you had the hospitals municipally subsidised and municipally managed; I think that would be the effect, at all events.

42543. Is the sanitary authority in Hunslet increasing its operations at all?—The sanitary authority in Hunslet is the same as for the city of Leeds. Hunslet is part of the city of Leeds. Dr. Cameron, who was here last week, deals with Hunslet just as he does with the township of Leeds.

Increase in activity of sanitary authority.

42544. Should you say now they are more actively pushing themselves in various directions?—Yes.

42545. Do you think there is any overlapping in that way?—I do not think so in the sanitary committee, the only things it attempts to deal with are infectious illnesses, and the corporation make a grant towards the treatment of tuberculosis; we have a sanatorium at Leeds.

No overlapping between Poor Law and sanitary authority.

42546. (Mrs. Webb.) It deals with infantile mortality, does it not, through its inspectors?—Yes; we have lady inspectors who are a very great help indeed, and they have been a very great help to the Pure Milk Committee with regard to the infantile milk supply. There is no doubt in the last ten years in Leeds the sanitary authority has done a good deal to extend its operations.

Extension of operations of sanitary authority, health visitors, etc.

42547. (Chairman.) It treats all infectious cases free?—Absolutely free. I was on the sanitary committee for ten years in Leeds, and I was chairman part of the time.

42548. How long ago was that?—I came out a year ago.

42549. Do you think it is practicable to combine the two different sets of work under one authority, that is medical relief and sanitary work?—Do you mean to put the Poor Law under them?

Impossibility of transferring medical relief to the sanitary authority.

42550. You do not think it is possible to dissociate medical relief from the Poor Law and put it under, or associate it with, the health authority?—No, I hardly think so. I think the health authority has quite sufficient to do without having much more tacked on to it, and there I think they are developing on right lines, they are educating the public into a better frame of mind with regard to sanitation; there is a vast difference now

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Increasing popularity of sanitary authority hospitals.

Low wages of labourers in Hunslet and consequent gratuitous work by doctors.

Prevalence of small tradesmen's bankruptcy in Hunslet.

Proposal that paupers should choose their own district medical officer.

Need of more nurses for outdoor paupers and functions of such nurses.

to what there was twenty years ago, for instance, with regard to the attitude of the public regarding fever hospitals; now they clamour to go in, twenty years ago they refused to go in.

42551. That is perhaps due to the excellent work of the sanitary authority during the last ten years?—No, I think the public are getting more enlightened and find these places are not prisons, that they are treated well there, and they desire to go in.

42552. Your own personal experience you say is that it costs you in cash about £250 in each year to earn fees you never receive?—That is so.

42553. That is to say, you are actually out of pocket by attending those cases?—Yes; my point is this: We have many hundreds of men in Hunslet who do not average more than 15s. a week all the year round. I put them at about 4,000; these men are labourers in ironworks, they cannot live on their money, it is not sufficient, and the medical man in the district, the small property owner and the small grocer have to make up the difference between what the man gets and what it costs him to live; and although, perhaps, my proportion is bigger than most men's because I do a lot of work, still every man has to contribute some share towards the maintenance of these people. I put it down very largely to the fact that they have not got sufficient wages to live on. You have a large body of men who are always on the verge of poverty in Hunslet—many hundreds.

42554. I can understand how medical men contribute, but surely a tradesman could not, he would be out of pocket?—He does, he has to. Men go into small grocers' shops in Hunslet by the score every year, and after two or three years their savings are lost and they come out. If you make enquiries you will find it has been by giving credit to their customers that their little capital has gone, then some other victim comes along takes the shop, and the whole process goes on again.

42555. You mean the small shopkeepers go bankrupt?—Yes.

42556. (Mrs. Webb.) Through bad debts?—Yes.

42557. (Mr. Loch.) They do not go bankrupt, I suppose, they cease trading?—Yes, they do not go to the Court, but cease trading. The same thing applies to small property owners.

42558. (Mr. Booth.) There are always small people hopeful of making a business pay although their predecessors have not done so?—Yes; they seem to think they have the qualifications their predecessor lacked.

42559. Are there any exceptions, people who make fortunes?—I do not know of one. My experience is that all the small grocers' shops, what with the competition from co-operative stores, and the bad debts they make, shut up in a very short time. One or two I know seem to make a living, but what their actual financial conditions are I do not know. That applies to property as well. I know a man who bought a row of houses for £1,200 within the last eight years, and he was glad to sell them for £800 simply because what with the missing rent and the rates he had to pay he told me he was £1 a week out of pocket by holding this property, and there are many instances like that.

42560. In Paragraph 3, with regard to the appointment of all practitioners who would be willing to act for Poor Law medical work, would that be done entirely at the choice of the patients?—Yes.

42561. A relieving officer who found a sick person who needed that kind of relief would ask him which of a certain list of doctors he would prefer?—Yes.

42562. With regard to Paragraph 4, the suggestion that there should be Poor Law nursing, that would be a form of Poor Law out-relief, would it not?—Yes, they would simply attend to the aged and infirm poor. I do not mean all those needing medical attendance.

42563. They would be under the eye of the relieving officer, they would be paupers?—Yes, the nurses would simply be for the paupers.

42564. So that there would be an outdoor nursing relief, in fact, which would be pauperisation?—It would,

but of course what I intend to convey by that is this, that now we have nearly 400 people over sixty having outdoor relief in Hunslet. They come each week, they get their money, and there is not the slightest notice taken as to how they spend that money. The relieving officers have not time to look after them; I hear all kinds of stories about the money being spent in beer and things like that. My idea of the nurses is this: that they should call at least once a week on every old person having outdoor relief to see how they are getting on, and how they are spending their money, and constantly supervise them, in addition to doing ordinary nursing work amongst those who need it.

42565. The nursing would be ordered if it was needed?—The nurse would visit all the old people having outdoor relief, she would have them under her charge and visit them regularly, say once a week or once a fortnight to see how they are getting on, because these people, as far as my experience goes, suffer very much from want of supervision; they get very dirty; their houses get very dirty; there is no one to look after them; and the nurse would see that they were kept clean. In order to do that I should let her have the use of all the able-bodied women who are getting outdoor relief; she should call upon those women to give one or two days' charing at the houses of the old people in return for the money they get. I think it is a feasible plan. I am quite sure these old people if they were kept cleaner in their persons, cleaner in their bedding and cleaner in their houses would be far more comfortable than they are at the present time.

42566. In Paragraph 5 you speak of the amount of out-relief that goes in rent, and suggest that houses should be supplied rent free; the cost of supplying those houses would, if course, be a rent of its kind, which would be paid by the guardians?—Yes; I should deduct it from the relief. At the present time in Hunslet the old people of sixty-five, when they have paid their rent, have 6d. left; those from sixty-five to seventy have 1½d. left; those from seventy to eighty have 3½d. left; and those over eighty have 1s. 1½d. left after paying their rent. My idea is this, that the bulk of the relief goes in rent at the present time, it goes to their landlords; these people are then dependent on their friends, or any gifts, or other income, for their living; if you had to find them houses, I should suggest single-room dwellings built by the guardians and maintained by the guardians, I think they could be put up probably for £60 each, exclusive of the land. I would give all these old people a house, and pay them 3s. or 4s. a week to live on; and then, instead of the whole of the relief going in rent, the poor would get some real benefit; they would have their money to spend on food and clothing.

42567. Do you think the houses could be supplied cheaper than they could be rented?—I think they could, and they would be more suitable. The houses now are ordinary houses, say, a kitchen below and a bed-room above, but these old people never go upstairs, they are too old most of them, they have not the heart, inclination, or wish, or desire to go upstairs. They sleep in the kitchen and the result is that the house gets very dirty above and very neglected below. I think old people would have quite sufficient to do if they had only one room to attend to and keep clean.

42568. With regard to Paragraph 18, in order to deal with much of this work through provident dispensaries, a complete system of dispensaries would be necessary, would it not?—It would.

42569. At present it is very far from complete?—It is very incomplete; at the present time there are no dispensaries in the district where I live.

42570. Such as they are, they are provided by charitable effort or by associated effort?—Charitable effort largely. In Leeds there is no dispensary relying on associated effort, there is only one dispensary, and that is supported by charity.

42571. How do you propose to make the system complete, by putting them under the Poor Law?—No, I should make the basis of the committee medical men in the district or in the town, I should attach to that committee other interests, such as those who are attended, the patients should have a certain repre-

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Proposed extension of system of provident dispensaries.

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sentation on the committee, and probably the guardians and the municipal authority, but still the commanding authority of the committee I should make would be medical men.

42572. How is it to be financed?—By the members finding the funds, they should pay for what they got.

42573. On a self-supporting basis?—Yes, I think a scheme like that could be worked out.

42574. But the existing dispensaries are really based upon a subscription list; although the people join and pay something, yet they do not pay the entire cost of the dispensary, it is partly supported I think in most cases by subscriptions?—That is so.

42575. You think they could be started by associations of medical men without any financial assistance?—I think so; there would of course have to be a wage limit; I should not admit anybody to the benefits of the dispensary but those low wage men I have mentioned, say those getting an average of 15s. a week all the year round.

42576. You could not compel them to join?—You could not, the difficulty of the position is those who would not join and who would eventually become paupers. That is a difficulty with all these schemes, that you find some people who have not the sense to join these benefit societies; you cannot help it, it is human nature.

Proposal that guardians should pay provident dispensary fees of the indigent.

42577. And for those who finally are obliged to be relieved the guardians would pay, I gather?—Yes, that would be so.

42578. In Paragraph 20 you suggest there should be greater facilities offered as to admission to the Poor Law infirmaries, and mention the difficulties put in the way of people getting admitted by boards of guardians when the family is not quite destitute. On what basis would admission come? What do you mean exactly by "not quite destitute"?—A case is constantly occurring where a person has got advanced heart disease or some other complaint, I do not care what it is, who cannot get proper nursing at home; if we had Poor Law nurses they might, but it is quite obvious that the best thing would be to get them into the infirmary; they would not be taken into a general infirmary, they are incurable cases, and the consequence is the only place for them is the Poor Law infirmary; yet if there is any income coming into the house the guardians will not take them in. That is the practice in Hunslet. I will give you a case which happened last week. A man named R —, suffering from advanced heart disease, he has not worked for eight years, and he made an application to go into the Hunslet workhouse infirmary and was refused on the ground there was sufficient income coming into the house to find him medical attendance. He is the woman's second husband, and the woman had by her first husband one son and two daughters. The son is a labourer and he gives the mother 10s. a week. As a labourer he earns 13s. one week and 16s. the next in a paper factory; he is twenty-two years of age. That is sweating. One daughter earns 8s. 6d. and the other daughter earns 7s. The mother goes out knocking up in the morning and she earns 6s. The total income is £1 11s. 6d. coming into the house, but there are four of them to keep besides the step-father. He applied to go into the workhouse infirmary and was refused. I contend that is a proper case for the workhouse infirmary, and no objection should have been raised by the guardians to his admission as there is no legal obligation resting on the step-children to support the step-father.

Destitution as the condition of relief.

42579. You wish to alter the rule as to destitution?—Exactly.

Refusal by guardians of indoor medical relief.

42580. You would still leave it in the judgment of the guardians to carry out the regulations of the law?—True; still, although the guardians have discretion now, and could have admitted that man, they did not. I think that was a proper case for treatment in the workhouse infirmary, and he ought not to be left outside if he desired to go in; he cannot afford to pay a medical man.

42581. (Mr. Benthams.) Did the district medical officer give a report on that case to the guardians?—No, he was never approached. The woman went to the guardians' out-relief section and was refused the relief.

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42582. And refused the medical officer's order?—She was refused the medical officer's order. First of all he wanted an order for the infirmary, but that was refused, and an outdoor medical officer's order was refused as well.

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42583. (Mr. Patten-MacDougall.) Was there no medical officer's report at all?—None whatever.

42584. Not as to the heart disease?—I do not think so; I take it there was some medical report following the usual routine; the medical officer would perhaps have seen the patient once and certified.

42585. (Mr. Benthams.) In that case there must have been an order by the relieving officer for the medical officer to visit. That is what I want to ascertain, whether the medical officer had really ever been called in?—I could not say, I do not know.

42586. (Mrs. Webb.) The guardians refused it because there was sufficient income coming in, so that the medical officer would not be called in?—That was the statement of the woman afterwards. I had attended this man for many years, and I advised her to go to the guardians, and she came back with this statement, which I take it was perfectly true.

42587. (Mr. Loch.) You do not know what the normal procedure of the guardians in such a case is; was it not alleged at the outset that there was this heart trouble?—The woman would tell them so, I take it the guardians would make inquiries. The relieving officer would visit, for instance, and he would get to know what the condition of affairs was; there might have been no medical certificate.

42588. (Mr. Russell Wakefield.) Were you attending the case before?—I was.

42589. You did not send anything, I suppose, with the application to say this was a case of heart disease?—No, I simply told her to apply.

42590. (Mr. Benthams.) Would you say it would be a case which would be better treated in the workhouse infirmary than at home?—Most decidedly; the woman cannot nurse the man, she has to go out very early in the morning knocking up, and that means, I suppose, that the whole household is disturbed at perhaps four o'clock in the morning in order that she may get up.

42591. It is very likely that had the district medical officer been called in at all he would have said exactly the same as you said?—Just so.

42592. You do not know whether that occurred?—I do not know.

42593. (Mr. Loch.) Is it usual for them to make inquiries of the medical man who has been in attendance, making that part of their normal investigation?—Very, very rarely; occasionally it happens, but very rarely.

42594. (Mr. Patten-MacDougall.) Do you suggest that if the guardians had been told this was a case that ought to be treated inside, they would have declined to give that relief?—I think so. The statement was that it was declined on the plea that there was an income coming into the house sufficient to pay a medical man.

42595. (Mr. Gardiner.) Would they refuse an order for the workhouse on the same ground?—Quite so; they do so, it is the practice.

42596. The man could have got into the infirmary through the workhouse?—He might have gone to the door and stopped there until they took him in, of course.

42597. (Mr. Russell Wakefield.) With regard to the Need of nurses which you suggest for the out-relief cases, you want nurses for out them especially in cases of people who do not keep their relief cases, cottages and houses in a clean state, they being unable, possibly on account of infirmity, to do it?—Yes.

42598. Is it not the duty of the sanitary authority Functions of sanitary authority as to to see that the houses are in a proper state?—There are degrees of cleanliness, and the sanitary authority act on the complaints of neighbours, but when I refer to uncleanliness I refer to uncleanliness of the person and liness, etc. bed linen, not of the house altogether.

42599. Would not a little extension of the power of the sanitary authority suffice to answer what you rather hope

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Deterrence of indoor medical relief.

Objection to transfer of voluntary hospitals to sanitary authorities.

Question of adequacy of accommodation and refusal of cases at Leeds voluntary hospital.

Contributions by Leeds work-people to voluntary hospital.

Proposal that sanitary authority should supply milk for infants, and functions of lady visitors thereunto.

for there?—I do not think it would because it would not find a means of keeping the house clean, whereas without any additional expense so far as I can see, if the able-bodied women receiving the out-door relief were compelled to give their services one or two days a week for what relief they get, and if they had to obey the call of the nurses and to go to certain houses to clear up it would be done without additional cost to the ratepayers. The sanitary authority has no such machinery.

42600. You would have to have the fresh nurses, they would have to exist?—They would have to exist, but now the guardians subscribe towards the maintenance of a district nurse, it would simply be an extension of their work.

42601. A considerable extension?—It would be an extension of their work, a large extension.

42602. You speak of the reluctance to go to the Poor Law Infirmary. Is that not the case the first time, but not the second?—I quite agree, it is a matter of sentiment.

42603. It is partly sentiment. Do you think in any way it is that they do not realise before they go in the first time how good the care in the infirmary is?—Yes, they name the workhouse the Bastille, and they have some distorted idea of what the Bastille really was, and they think it is a prison. When they go in once and the ice is once broken they are not unwilling to take a second plunge, that is my experience of them.

42604. With regard to the municipal management of the hospitals, you object, I think, on the ground that a person who had paid rates would consider he had a right consequently to go in?—Yes, he would.

42605. Do you ever find now that people claim with regard to the ordinary hospitals a kind of right to go in?—They do.

42606. Without paying anything?—Yes, they do, but I think that is very largely encouraged by the employers; an employer of labour gives, say, twenty guineas a year to the hospital fund and he thinks he has first call on beds to the extent perhaps of £500, not £20.

42607. I was suggesting it would probably be a higher principle if one paid something towards that to which they thought they had a right, than if they paid nothing and thought they had a right?—You could not refuse where they pay something, whereas you could refuse if they pay nothing. You have a reason for refusing now, but if they pay something you would not.

42608. Do you think a hospital would refuse a patient except where it was overcrowded?—I do not know of any instances; whenever I have asked the infirmary at Leeds to take a case in they have taken it in, but still sometimes patients have to wait; a large number are waiting now for admission for operative treatment, but an urgent case I have never known the Leeds' people refuse to take in.

42609. Do you think that the subscriptions would flow in if the hospital exercised too great a survey as to the kind of case they would or would not take in?—I do not know; in Leeds the workmen themselves contribute a very large sum per year to the maintenance of the hospital, they do a great deal in that way. I do not think the subscriptions would be affected from the wealthy charitable if a little more discrimination were exercised by the infirmary authorities.

42610. (Mr. Nunn.) You make a suggestion in your first paragraph that the municipality should feed ill-fed and under-fed children with good milk?—That is so.

42611. Would you have all babies fed in that way?—Not those whose parents could afford to pay, but, as everyone knows, a vast number of the children in a place like Leeds never get milk at all.

42612. How would you propose to ascertain who could afford, and who could not afford, to pay for good milk?—There has been no difficulty in Leeds; the lady sanitary inspectors are quite able to do it, and find time to do it.

42613. They make an economic investigation into each case?—They do, and of those people who cannot afford to pay some have had milk free (I am speaking of the Pure Milk Committee's effort a couple of years ago in

Leeds, which is now defunct), others paid a proportion of the cost, and others paid the commercial value of the milk.

42614. Do you think these ladies who act as health visitors under Dr. Cameron act the part of relieving officers and investigate the income and expenditure of the cases they visit and verify the figures that are submitted to them?—They have done when the Pure Milk Committee was doing its work.

42615. Are they doing it now?—The Pure Milk Committee has gone out of existence in Leeds, and from that point of view the work of these ladies has ceased.

42616. Would you have these ladies, who are specially trained to supply advice and assistance to certain classes of cases, take up the work of relieving officers or inquiry agents, ascertain the facts of the case as they are submitted and then verify them; make an investigation into the economic circumstances?—If you propose to supply milk free of charge or at reduced prices I would.

42617. You would place that duty of the relieving officer on these rather highly qualified health visitors?—If you call it the duty of the relieving officer I should. I would not supply milk from the rates without making some investigation into the means of the recipients.

42618. Would that not be rather detrimental to the job for which they are specially qualified, namely giving advice to mothers on certain health matters, if they had to undertake these economic inquiries?—I do not think so; a few inquiries would soon elicit the amount of income coming into the house; it would not be much of a tax on their time.

42619. Have you consulted Dr. Cameron or any of his staff upon such a proposal, to see how they would accept it?—When I was a member of the Corporation it was done, so far as I know, by the lady health visitors; they made inquiries about the amount of money coming into the house before the milk was given under cost price.

42620. I think that system failed, did it not?—When the proposals were first made in Leeds for the corporation to run a milk depôt, they were opposed by the milk industry in Leeds, and the milk industry had sufficient influence in the council chamber to get the thing declared *ultra vires*, so that it had to be dropped by the corporation, but a voluntary committee then took up the work, and carried it on for twelve months, but the work of education, the work of inquiry, and the work of distribution, was done by the lady health visitors.

42621. That is a thing of the past; I understand that it broke down and is over?—Yes.

42622. (Mrs. Webb.) It did not break down because the sanitary inspectors broke down, it broke down because the funds were lacking?—Yes, want of means. We could not get money to carry it on. It cost us £5 a week to carry it on; that was the difference between what the milk cost us and the price we sold it at. We lost £5 a week, and when our money came to an end and we could not get more, we had to shut the place up.

42623. (Mr. Nunn.) You were trying there different things; you were making an economical inquiry; you were giving advice to mothers and actually supplying the milk which the dairymen of the town thought they were able to supply?—That is true; you see, it was an experiment.

42624. Had not it the elements of a break down in it when you attempted to do three such diverse things as that?—No, I do not think so. I think the scheme was a well conceived one, it worked extremely well, and if we had only had sufficient money or the rates to go on I think we would have done a lot of good.

42625. It was an expensive scheme, you admit?—It was expensive because we had not a proper establishment or a proper plant. I dare say we could have made it a commercial success if the corporation had been allowed to keep a farm of its own.

42626. May I ask what the objections of the dairymen to it were?—It interfered with their trade.

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Supply of milk for infants by voluntary committee at Leeds and failure of the scheme.

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42627. Would it not have been better for the sanitary authority to have insisted upon a high standard of milk supply than merely have endeavoured to supply it themselves?—The standard is all right probably; it is not that, it is the dirt the milk contains we object to; it is fairly good in most instances, but it is exceedingly dirty; you cannot get a farmer to be clean, or very few.

42628. The dirt that is contained in it is surely involved in the standard?—You see there is milk produced in Leeds and milk brought in from outside; the corporation applied to Parliament for powers of supervision over cowsheds outside the city boundaries, but was refused; consequently there is very little supervision. The milk we get in from outside Leeds is indescribably filthy; I have no hesitation in saying so; no care is taken in regard to it, the cows are dirty, the men are dirty, the sheds are dirty, and what the Pure Milk Committee tried to do was to get a pure milk.

42629. But Leeds did not respond to that appeal?—It did not, I am sorry to say.

42630. Do you propose, according to Paragraph 3, that the district Poor Law medical officers should be drawn from any practitioners in the city?—In the district, not outside the township boundaries, so to speak, you would be compelled to have some boundary.

42631. Do you think the poor would be likely to select the best practitioners, or those who were most likely to give the kind of treatment that they expected and desired?—They would simply have conferred upon them the discretion which an ordinary person now has, that is, to go to any practitioner they prefer.

42632. The ordinary person pays for it out of his own pocket?—Yes.

42633. And those pay for it out of the rates. Does not the medical relief to a very large extent lead to the granting of medical nourishment?—I do not think so. There may be a pint of milk ordered each day, or half a pint of beef tea, or something like that, but there is no abundant supply of medical comforts from the point of view of food.

42634. You do not know what proportion of cases visited by the district medical officers get medical nourishment ordered by them?—I could not say, but on the sheets which are sent in every month by the district medical officer occasionally you see a pint of milk ordered per day, but it does not apply to every case, it applies to very few as far as my experience goes, but I have not got the figures out.

42635. Under the system therefore by which the district medical officers of health are appointed by the board of guardians specifically you do not think there is much nourishment granted in connection with medical relief?—That is so.

42636. Do you not think if the poor select their medical practitioner themselves the reverse might happen, and that the medical practitioner might be chosen who would display a tendency to give nourishment?—That might be so, I am not prepared to say it would not, still I think the thing would work out on right lines. You would find the medical men would try to do the right thing as between the ratepayer and the patients, and if it were necessary to have food they would order it. I am quite sure now that the opposite is the case, and that the patients do not get sufficient relief in the way of food when ill as they ought to do; that is my opinion.

42637. Do you make your third suggestion as a means of getting patients more nourishment when they are ill?—No, as a means of getting rid of all these complaints one is constantly having about the district medical officer. I do not say they are serious, they may be simply a little want or kindness or a little brusqueness.

42638. I think you made a definite complaint just now that the poor who were under the care of the district medical officer did not get enough food, not sufficient nourishment?—I do not think they get as much as is needed.

42639. You suggest as a remedy that the poor should select their own medical officer?—Exactly, it would help to get rid of that difficulty.

42640. You think the poor selecting their own district medical officer would result in the granting of more outdoor relief?—It would probably result in the granting of more relief in the shape of food.

42641. That is what I wanted to ascertain?—It might result in that.

42642. (*Mrs. Webb.*) Would you tell me how you expect to start these provident dispensaries, because I understand you cannot start them now? What additional motive are you going to give under your scheme for the starting of these provident dispensaries?—You could not make it compulsory, but if it could be done under the guidance of the Local Government Board I think it would soon be shewn to be desirable in every district, and the medical men would get rid of the intolerable burden which is now placed upon them.

42643. Is there any other way of doing it than by subsidising it by the rates? Why has it not been done already? Why should you assume you would get it done if you are not going to give any additional inducements?—Between the medical men there is a want of combination, they do not trust each other, but I think that if some scheme, a national scheme, was put before the medical men in this country they would fall in with it and try to establish these dispensaries.

42644. Who is to put it before them and what further inducement are they to get? I can understand if you were going to give a grant in aid of it, you might get it done?—If you were to appoint every medical man in the district a medical officer—

42645. If who appointed?—If the Local Government Board allowed it to be done; it is only a question of time that you will get a better system established on the lines I have indicated, that is a sort of provident dispensary which would take in all the outdoor poor, if you like, the paupers, and also take in those low wage earners who are always on the verge of poverty,

42646. Who is to pay for it. Who is to build the building?—There is no building needed; it is not a hospital.

42647. The Leeds Dispensary has a very fine building?—The new one has.

42648. You would want some capital expenditure would you not?—You would have to trust to the public authority I suppose to do that.

42649. I only want to get whether you are to have the rate aid or not?—My feeling is this, that you would want rate aid.

42650. You would have to have rate aid?—To a certain extent you would.

42651. You cannot get the thing done without rate aid?—No.

42652. With regard to the people subscribing to it I gather you do not wish to make medical orders given by the Poor Law deterrent in any way?—I do not.

42653. You want them to be not deterrent?—I want suitable cases to have what is their right.

42654. Why should any man subscribe to a provident dispensary if he is to be able to get the same treatment at that provident dispensary free?—I do not say he should subscribe; I want to take them out of the region of the charitable society, and make them, as far as they can be, self-supporting; if there is any deficiency I take it it should come from the rates.

42655. Who is to support them, the people who are treated?—Yes.

42656. If anybody can get without deterrent conditions an order to be treated free at these dispensaries, why should anyone subscribe to them. Why should anyone join them?—If you have a wage limit, there are many homes in Hunslet who do not average 15s. each week, it is for those people I should establish these places, and then I do not see any difficulty in tacking on to the lists the outdoor poor who are paid for by the guardians,

42657. Why should these 15s. a week people pay any thing to the provident dispensary if they know when they are ill they can get a medical order to go there?—They cannot get a medical order,

Proposed universal scheme of provident dispensaries and means of starting it.

Effect of free medical relief on provident dispensaries.

Dr. Arthur Hawkyard.

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Proposed universal scheme of provident dispensaries and means of starting it.

Low wages in Hunslet and proposed minimum wage.

Health visitors and their effect on parental responsibility.

42658. You are wishing to make medical relief less deterrent?—True, but I am not altering the conditions, certainly not; if these people are wage earners, when they are wage earners they should pay to the funds of the provident dispensary.

42659. But you want a person with 30s. coming into the home to be taken into the infirmary?—But he has no legal claim on the children, he was a step-father and had no claim on the son and two daughters of the wife.

42660. As I understand it you would have one section of the public who had, say, 15s. to £1 a week getting subsidised medical relief, they would not pay the whole of it; they would be getting medical relief which was partly given by the rates?—That is so.

42661. Then you would have a section below that getting free medical relief?—Yes. If these men got living wages there would be no need for provident dispensaries, but you see now all the iron firms in Hunslet pay such wretched wages to their labourers the men cannot live.

42662. Would you advocate a legal minimum wage?—I would; to my mind there is a point below which no man should be allowed to sink.

42663. That would really diminish pauperism?—I think it would.

42664. You approve of this scheme, that Dr. Cameron started, of sanitary inspectors going to the homes and giving advice?—Yes.

42665. You do not think that getting this advice free diminishes the sense of responsibility of the mother?—No, I do not think it does; she benefits by it very largely.

42666. Do you think it increases her responsibility?—Yes, I think it increases her self-respect and makes her try to do better.

42667. This is hygienic advice?—Yes.

42668. Why should you not extend that to the whole of the population?—It is only the poorer districts which need it, I think.

42669. But it does not decrease the sense of their responsibility. If a person comes to your house and offers you good advice with regards to your habits in life, you think it does not diminish your sense of responsibility. I may say I approve of it?—The probability is the sanitary inspector comes to a woman who has not two ideas in her head about how to train a baby or feed it, or do anything else. She gives advice and the woman rather looks forward to her visits, she begins to know things and regard herself in a better light, things which were dark before are now light; she makes more of a mother, if I may say so; she feels that she has not looked at things from quite the proper point of view, and she is morally and socially raised in her own estimation.

42670. Why should you limit that to the care of infants? Why should you not extend it to the general habits of life and give the inhabitants of poor classes of property this hygienic advice, like you give education, free?—I have not the slightest objection to it.

42671. You have not?—Not the slightest.

42672. Do you think that would probably solve the whole question of medical attendance, supposing you had a staff of qualified ladies who went from house to house in poor classes of property to give advice, and if more were needed, call in a medical practitioner. Would not that solve the whole question?—But who would pay the medical practitioner?

42673. Why should not he be a salaried officer of the Municipality who would pay for him out of the rates?—There would be this disadvantage—that one medical man would have all the work to do, and the other medical men would be walking about doing nothing.

42674. You would have more medical attendants provided if everybody got sufficient so that they would all become salaried men?—Patients will follow their own choice; they will not go to any medical man; they will have the man of their choice.

42675. Then they can pay for him. They do that with the schools now; they either send their children to the municipal school and get it free, or send the child to a private school. Why should not you do the same

thing with regard to medical attendance?—There is a good deal of difficulty in that. If a school is built for 500 scholars, you can only take 500 scholars in, but if you allowed free medical relief you would find this, that people, exercising their choice, would say, I want so and so, and the consequence would be that one man would be over-worked and other men, who perhaps have some mental obliquity, would be left in the cold and would not get a tithe of the work the popular man would have to do.

42676. Supposing you provided a medical man like you provide a schoolmaster and allow men to apply for medical assistance to that man, but if they prefer to pay their own bill they could apply to a doctor of their own choice, just as they can get their own particular schoolmaster?—If they pay their own bill, of course.

42677. Why should not you have a qualified municipal doctor in every district and anyone who chose to go to that doctor could go free?—You would get the same prejudice against him as there is against the Poor Law medical officer in the Poor Law service.

42678. There is not any prejudice against the fever hospitals?—That is going inside.

42679. Supposing that he was paid, like the schoolmaster is, out of the rates, and there was no stigma of pauperism and everybody had the right to it, what objection would there be?—You remove from the medical man the reward which his own efforts bring forth. Some medical men now make big incomes for some reason or other, but if you put all men on the same basis and restrict them to a small salary, I do not think they would work; they would not do it.

42680. It would only be the poor people who would apply for the municipal doctor?—I see no difference between that scheme and having a district medical officer under the Poor Law administration.

42681. Except you remove the stigma of pauperism and give free medical relief to everyone who applies for it?—I do not see that at all.

42682. You have not considered it?—I have, and I do not agree a bit.

42683. Still you do wish to make the medical relief much less deterrent?—I do, and if you make every medical man in a district a Poor Law medical officer, or a dispensary medical officer, the people could exercise their own choice, the medical man would get the reward of his own industry and would not feel hurt, and the patients would be satisfied because they would get better attendance; it would benefit all round.

42684. The really crucial part of your scheme is this free choice?—Yes.

42685. You do not think it would lead to collusion between the patient and the lower class of doctor?—That point has been considered. I do not think it would because the punishment if it were found out would be so severe I think no medical man would try it on twice. Socially he would be very badly dealt with if anything of that kind were to happen.

42686. (*Mr. Bentham.*) Would you abolish altogether relieving officers' orders for medical relief?—I do not see how you could if you had people desiring to have sufficient aid from the guardians.

42687. Supposing they apply only for medical relief, would you favour the system of any poor person going direct to the district medical officer in the first instance?—For the first visit I should.

42688. And limit it to the first visit?—Limit it to the first visit and have investigation made afterwards if any investigation were necessary, but the first visit in the emergency I think ought to be done without any enquiry if it is necessary.

42689. Then of course if the income was proved on enquiry to be sufficient to pay a general practitioner, you would say that those cases should be refused free medical relief?—Quite so.

42690. If all general practitioners were allowed to work under the Poor Law, how would you pay them?—Per case?—Per case. I find that in Hunslet this last few months the fees come out to 8d. in one district and 10d. in another per visit.

Difficulties as regards free medical relief.

Objection to putting district medical officer under sanitary authority

Proposal to allow paupers to choose their own district medical officers.

Proposal to allow district medical officer to give first medical relief without a relieving officer's order.

Payment of district officers.

Difficulties as regards unlimited free medical relief.

42691. Does that include medicine?—No, the guardians find the medicine. I think some basis could be arrived at by way of calculation as to what really would be a suitable fee without increasing the cost very largely. They might be paid so much per head, just as friendly societies pay.

42692. Do you think it is an advisable thing to have vaccination mixed up with the district medical officer's work?—No, I do not.

42693. How would you deal with vaccination?—I should like every medical practitioner to be a public vaccinator, and conform of course to the regulations of the Local Government Board with regard to vaccination.

42694. Would not that mean that all vaccination work would have to be paid for by the public through the rates?—Absolutely, it would mean free vaccination, which is of course in theory what is done now.

42695. It is relieving those who are able to pay and who would and do employ their own medical men to do it, and the medical man would send in his bill for that work to the public authority?—I think you would find this, that those people who can pay would pay even under those conditions, they do not desire to have any relief from the Poor Law even with regard to vaccination.

42696. And even if they did it would not be a serious matter?—No, I think not, especially if the fees are reduced as they are proposed to be.

42697. Do you think that syphilis is a cause of pauperism in Leeds?—To a certain extent, but not very largely.

42698. You do not attach very great importance to it in that city?—No, I do not.

42699. Do you think it should be dealt with under the Poor Law or would you have it transferred to the health authority?—I see no difficulty about attending to it under the Poor Law, but I do not think cases are very numerous. When I was at the workhouse in Leeds we were mostly dealing with primary cases, and twenty or thirty beds were always occupied by people suffering from that complaint. In Hunslet workhouse I very much question whether we have much more than half a dozen cases in the year that are driven into the workhouse on account of that disease.

42700. You do not think the deterrent atmosphere of the Poor Law prevents people applying for treatment who ought to be treated in the public interest?—You see most of the people going into the workhouse for that disease are females; I suppose the complaint is found out and their friends kick them out, so to speak.

42701. And they are bound to go somewhere?—They are bound to go somewhere, and the workhouse is the only place where they can go to.

42702. Do you find that the after-treatment is neglected?—Yes, very largely.

42703. How would you get over that difficulty?—I do not know I am sure. My experience is that hereditary syphilis is very common in young babies. I do not see how in the world you are to get over it, in fact you cannot get people to remain long enough under treatment; there are financial considerations, and they do not understand the gravity of the position.

42704. In the interests of the public generally, do you think that any other steps ought to be taken to ensure that this after-treatment should be continued? Would free medical assistance brought home to the people more freely have that effect?—I daresay a great number seek free medical assistance at the hospitals and dispensaries as out-patients. Of course if you would tackle that disease on the same lines as you tackle other infectious diseases, you would try to stamp it out at the very fountain head. Practically that is my position with regard to the matter, that you must tackle it there.

42705. You would rather favour that line with regard to that particular disease?—I would, I do not see that anyone has a right to go about disseminating a disease of that character.

42706. You complained about wages being so very low in the iron industry that men cannot afford to maintain their families and pay their way, from that I understood you would consider them eligible for free assistance medically, because of their condition, that is their econo-

mic condition, although they are in full work their wages are not sufficient to maintain them in efficiency, you would supplement that by relief; put it in the shape of medical relief in the first instance?—Under existing conditions, but my opinion is that if you had a minimum wage, these conditions would very largely disappear, because now it is impossible for a man who is getting only say 16s. a week to live on it, he cannot do it, he never tries after a while.

42707. Are you driven to the position of a minimum wage because you realise if you give more to these people that the wages will go lower still?—You mean if you give more they will go lower?

42708. Yes?—I do not think wages will go lower, they will go higher I think. There is no doubt in time the labouring men will get sufficient combination amongst themselves as to force wages up to a living point.

42709. My point was this, that these men accept these terms now, which are not sufficient to maintain life, because of their number, but if you relieve those people of further expenses which are natural to life now, would not those people work for less?—That was the experience prior to 1834 I am quite aware, and that is a danger, and that is why I think the best thing to do would be to get labourers to combine together to get their wages increased in a normal way. I recognise this, that State aid in any kind is bad for the people receiving it.

42710. And it might have an effect upon wages?—I do not think it would, but still you might have employers offering less money than they are offering now, probably you would have.

42711. You can conceive a point at which you can give a free living to people that will enable them to work for nothing?—I can.

42712. Then the whole industry would be changed from the ordinary employer to the ratepayer?—That is so.

42713. Therefore you agree that the tendency would be in providing these things rather to lower wages than to raise them?—I do not say it would have that effect, but judging from the history of the earlier part of last century it had that effect then, and it might have it now, but I do not say it would. This wage question is a very big problem.

42714. When you were speaking of the responsibility of a person being increased by being provided with certain necessities for family life, did you really mean responsibility in the sense that persons feel it is their duty to do this particular thing?—I think you would rouse up in people now who have got a hopeless prospect in front of them some of their natural instinct to do better.

42715. Do you mean you could raise their sense of duty or increase their general intelligence in such a way that they can see they can do more, which they could not see before?—Yes. That is really the vital position.

42716. That is rather what you meant by responsibility?—Yes.

42717. (*Miss Hill.*) With regard to these old women who are in receipt of outdoor relief, for whom you think nurses should be provided, some of those I think are living by themselves?—Yes, and there are old couples as well. Out of 363, we had ninety-six people, that is forty-eight couples living together, man and wife.

42718. And there would also be some single people?—That is so, the rest are single.

42719. Is it for the sake of keeping the married couples together that you would provide this additional assistance?—No, it is for the sake of keeping them under better sanitary conditions now they are unable to help themselves, and you keep them longer out of the workhouse, in fact you would keep them out of the workhouse altogether if you could find some better means of their cleanliness being dealt with.

42720. It is rather a heroic remedy, is it not? You say after paying their rent they have only 7½d. left for food, therefore you require more outdoor relief for them. They do not seem to be able to use the house accommodation for which they have made themselves responsible, and you also think you require to be able to nurse them or supervise their sanitary conditions, and also to clean

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Effect of gratuitous State service on wages.

Need of nurses for out-relief cases.

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Proposal that able-bodied women receiving outdoor relief should clean houses of aged paupers.

and wash for them?—Yes, but you see the cleaning and washing would be done at no cost, because now you have able-bodied young women, widows with families receiving outdoor relief, and I should ask them to do one or two days charring at these particular houses for their money.

42721. I suppose the outdoor relief those young widows are receiving is calculated either on the supposition that they will be at home attending to their children, or that they will be taking some kind of work to supplement it, is it not; they are not supposed to be sitting at home doing nothing?—They are not supposed to, but I am afraid a great many do it in many cases; that is my experience; I think it would do them a lot of good to do a little work.

42722. And rather than bring these people into a workhouse in which there is proper classification, and there would be nursing, cleaning, and laundry, you would make this further elaborate arrangement out of doors, would you?—I would; I think it would be better; and as long as the old people can be kept outside I would keep them outside.

42723. (*Mr. Phelps.*) Have you any experience of the working of a provident dispensary?—I have not had any.

Proposal to supersede outdoor medical relief by a system of provident dispensaries.

42724. Do I understand from your evidence that you say that you think that the outdoor medical relief would be practically covered by the provident medical dispensaries?—I think it would.

42725. You think in the future you could have a condition of things in which there was no outdoor medical relief given by the State, but all indoor medical relief was provided?—You mean the outdoor relief would be done by the dispensaries?

42726. Yes?—Yes, it would.

Proposal that guardians should pay provident dispensary fees of indigent.

42727. The people would become independent of outdoor medical relief?—Those people who applied to the guardians would be paid for by the guardians.

42728. Do you anticipate those cases would be numerous?—The people applying to the guardians?

42729. Who have not made their own provision through the provident dispensary?—They would be fairly numerous. Out of 363 old people who applied in Hunslet, 178 had made some provision, 187 had made none whatever—that is more than half.

42730. You would put them in the same position really as those who had made provision?—Not all, perhaps, but some of these people who had not made provision perhaps had not done so owing to lowness of wages; but, after all, you cannot say that every man who belongs to a friendly society is a provident man; my experience is that 20 per cent. of them are improvident, and it is only through the heroic efforts of their wives that they join friendly societies at all.

42731. Do you think that would lead logically to your putting all hospital accommodation on the same footing in a town?—I do not think it would really.

42732. Abolishing the distinction between voluntary hospitals and State hospitals?—I do not think it would; it would be a long time before it did so.

42733. But I am rather speaking now of the ideal; do you think that would be the better system?—If you could have only ideal people born, perhaps it would, but you cannot; and, unfortunately, you have a great many people born who will not work, who are too lazy to do anything, and you have those to contend with; and they would abuse any system.

42734. Do you think there would be much abuse of an indoor medical relief system?—No, I do not think so, not much indoor, there is more likelihood to be an abuse of outdoor.

Question of desirability of free indoor medical relief.

42735. Supposing, for the sake of argument, you could get rid of outdoor relief, do you think the indoor medical relief could be safely granted free, that is with out disfranchisement?—I would not like to say; I see difficulties in the way of doing that.

42736. What are the advantages you would get? What temptation is there to apply for indoor medical relief?—I do not think people do apply for indoor

medical relief in workhouse hospitals now until they are compelled, although I do say that it is refused where it ought to be granted.

Question of desirability of free indoor medical relief.

42737. Do you think they would apply more if all the hospitals were treated as corporation or public hospitals?—I think they would.

42738. What would be their motive in doing that?—Perhaps in some cases to relieve themselves from expense; but you see now the general hospital in Leeds is not large enough for the class of people are who not paupers, they could do with a place double the size. If you had all the hospitals under municipal management those people who could not get into the general infirmary would go into the workhouse hospital.

42739. I am assuming the general hospital and the workhouse hospital were put under the corporation, or were all supported by the rates; do you think the temptations which in-door medical relief offers are sufficient to make it necessary to have safeguards with regard to the admission?—Undoubtedly, you would have to have safeguards.

42740. Why?—Because people would try to get in who ought not to go in, whose means are too great.

42741. That is now guarded against by giving power of recovering?—You might guard against it in that way.

42742. Do you think the danger of what is called malingering is considerable in the case of indoor medical relief?—I do. I think that friendly societies are very largely imposed upon by people who sham illness.

42743. Does that apply equally, do you think, to indoor medical relief?—It would be found out quicker.

42744. To relief in an institution?—Not to the same extent probably, but it may apply, and will apply, I think.

42745. Would going into an institution act as a deterrent?—If the hospital were maintained out of the rates there is no doubt every man would think he had a prescriptive right to go in when he was ill, no matter what his condition or complaint would be. That is human nature, and I think that would happen.

42746. They would go in on very slender grounds?—Yes, if they were municipally maintained and every one contributed.

42747. You do not think the matter of going into an institution is a deterrent to poor people?—Not public institutions apart from the Poor Law.

42748. Do you think it would be a good thing if Poor Law medical infirmaries were made medical schools as well as the hospitals?—I think more facilities might be given for the use of Poor Law infirmaries in that direction; I know it is a great advantage to a man to spend a few years at a workhouse infirmary, because he sees cases there which he would not at a general hospital.

Question of use of Poor Law infirmaries as medical schools.

42749. I am speaking particularly of a university, where there is a medical school; do you think it would be a good thing to use the infirmaries for the purpose of instruction?—I think the whole of the clinical material in the town should be at the call of the medical school if possible.

42750. Do you think there would be any objection on the part of the inmates?—I do not. I think they rather like it. There is no doubt that a patient's life in a hospital is rather monotonous; and it affords a welcome relief to the patients to have a class coming round for clinical instruction, they begin to take a bigger interest in their own cases.

Question of objection of patients to medical students.

42751. Do you think it would raise the standard of administration in Poor Law infirmaries?—I think it would.

Question of use of Poor Law infirmaries as medical schools.

42752. On the whole you would be in favour of it?—I should, very much.

42753. (*Mr. Lock.*) With regard to the relieving officer staff at Hunslet, is it sufficiently large?—It has been increased in the last two months; we had two before, we have now four.

Sufficiency of relieving officers' staff at Hunslet.

42754. Do you think it is now sufficiently large?—For the ordinary duties of a relieving officer I think it is; but I do not think relieving officers are sympathetic enough in

Deterrent manners of relieving officers.

some respects in doing their work; I mean, many complaints have been brought to me about the relieving officer choking off applications—many complaints.

42755. Do you think that is due to their not having time, or to a policy that they are expected to act upon?—The relieving officers seem to think they are expected to keep the relief to as low a point as possible. I think they labour under that delusion.

42756. You have referred to the dispensaries. It would not be necessary, would it, to have buildings always at a dispensary?—No, I do not think so, any house could be rented sufficiently large to carry on a dispensary in any district. It would not have to be big, because in a large town you would have many.

42757. In small areas comparatively speaking?—Yes.

42758. If there were free medical relief, do you think the provident dispensary movement and the friendly society movement would be crippled; I am putting that hypothetically?—No; you would deal with a class of people who never go near a friendly society, you see. Although the friendly societies have a very large membership, at the same time there are many thousands of people not members of friendly societies; then there are the children and the wives of these people to consider; they are excluded from most friendly societies, although I know there are female lodges, still they are not very common where I live.

42759. You know at present the attraction of friendly societies is not excessively great?—It is not.

42760. Would not the introduction of an alternative, which would possibly be accepted by the rising generation, still further weaken the movement?—It might have that effect, because, after all, I am quite clear as to this, that 80 per cent. of the friendly society members take not the slightest interest in the society; if you speak to lodge officials you will find that; I was speaking to a man last week and he told me that out of a membership of 280 they rarely got more than six or seven at their meetings; on the other hand, a man told me they get thirty out of about 300, and he thought that was very good. Members of friendly societies as a rule are content to send their wives and children with their subscriptions, and never go near the lodge at all; so I quite see the danger which is pointed out.

42761. Another step would follow, would it not, that more and more medical men, if there were free medical relief would have to be paid by the State?—I am not proposing free relief.

42762. I am putting it hypothetically?—If you had free relief, I think more and more would the position arise that the people would demand medical attendance for nothing.

42763. You mentioned 500 patients as waiting to go

to the voluntary infirmary at Leeds?—As in-patients. I understand that is about the number. *Dr. Arthur Hawkyard.*

42764. I think I understood that a large proportion of those, if it were a paying system, would be able to pay? Is that so?—Some would be able to pay something, and I believe they do. I believe they put something in the box when they leave, perhaps not sufficient, but a lot of them might pay. 26 Feb. 1907.

42765. Generally speaking, would you be in favour of what has been discussed lately, a medical service system?—Free medical service I am against. The ability of voluntary hospital patients to contribute to cost of treatment.

42766. Not a free medical service, but a system by which all persons should be asked to pay according to their means, including treatment at hospitals, and everything, the wage rates being settled by a local committee of the British Medical Association, or some such body?—Yes, I am not opposed to that. Question of public medical service with payment by patients according to ability.

42767. That would coincide with your proposal?—Yes, it would.

42768. The really crucial point in your proposal was that there should be a free choice, you require a free choice in every case?—I should give a free choice. Proposal that paupers should choose their own district medical officers.

42769. Ultimately and beyond that, you are seeking to provide a self-supporting medical system, as far as possible, for the great mass of the population?—Yes, for those who cannot pay now and do not pay.

42770. And the free choice is incidental to that?—Yes.

42771. (*Mr. Bentham.*) Do the Hunslet Guardians provide medicine for the District Medical Officers?—Yes, in all cases except in the country districts; in the outlying districts the medical man has to find his own drugs, and things of that kind. Provision of drugs by guardians at Hunslet.

42772. In the districts where they are provided by the guardians is it a success?—Yes. There is a settled dispensary, and the medical officer on visiting prescribes in a book provided for the purpose, a little leaflet thing, and that book is taken to the dispensary and the medicine is dispensed.

42773. Has it proved a hardship at all in the sense that they have had to go to the relieving officer first of all for an order, then to the medical officer for a prescription, and then to the dispensary for the medicine?—I have not heard any complaints about it.

42774. You have heard of no complaints?—Not any.

42775. You know the Leeds system?—Yes.

42776. The medicine is provided for all the districts by the guardians, is it not?—In Leeds it is; but they have only one outlying township, that is Roundhay, whereas we have some rather large ones in the Hunslet district.

42777. You have not heard of it there?—No.

42778. Do the medical men like it better?—I have not compared notes with them.

Mr. JAMES BLOSSOM, called; and Examined.

42779. (*Chairman.*) You are a member of the Ecclesall Bierlow Board of Guardians?—I am.

42780. You are also a Fellow of the Institution of Certified Public Accountants?—I am.

42781. We will take the statement you have prepared as your evidence-in-chief, if you will kindly hand it in?—Certainly.

(*The Witness handed in the following Statement.*)

1. I have been a member of the board of guardians for six years.

2. The Ecclesall Bierlow Union comprises the southern half of the city of Sheffield and four Derbyshire parishes. In the city itself we have the following seven out of the sixteen wards into which it is divided, Ecclesall, Heeley, Sharrow, Broomhall, Hallam, Crookesmoor, and Walkley. In Derbyshire we have the parish of Norton Without, the parish of Dore, the parish of Totley, and the liberty of Beauchief. The union was constructed under an order of the Poor Law Commissioners, dated January 21st, 1837, and the first meeting of the Board of Guardians was

held on July 4th, 1837. The union may be described as urban in its northern part and rural in its southern and south-western parts. The northern part has an industrial population, comprising cutlers, grinders, left-cutters, silversmiths and burnishers. The southern consists of farmers, farm labourers, dairymen, gentlemen and their servants. The union may be generally described as being socially in a good condition. There are no large works in it. As compared with the Sheffield Union it is residential rather than industrial. It has a larger number of "little masters" than Sheffield, and the tendency is to turn the houses in the northern part into workshops and to drive the inhabitants into the suburbs. The city wards average 600 out-relief cases as compared with forty in the Derbyshire parishes. It is fair, however, to say that this division into the city wards as urban, and the Derbyshire parishes as rural, is scarcely a fair one, seeing that about 5,000 acres in Upper Hallam is agricultural land. *Mr. James Blossom.* 26 Feb. 1907.

3. When I attended the North Midland Poor Law Conference, in October last, at Derby, as I gave our names and the name of the union we represented to the registrar, he remarked, "Oh! you're from the model union." I do

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Blossom.

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Case paper
system.

Relief of the
able-bodied
by wages
at Ecclesall.

Policy as to
in and out
relief at
Ecclesall.

Scale of
relief for
children at
Ecclesall.

Arguments
for out-relief.

not know that we can fairly lay claim to that title, but there is no doubt that, generally speaking, the union has been well managed.

4. We have tried to obey the law, and, as far as possible, to refrain from costly experiments. The only points where we differ from other unions are:—(1) in the adoption of the case-paper system, which has been an enormous advantage, and (2) in the treatment of the casual labourer who must be found work.

5. For thirty years we have set these men on wood or stone, and have paid them each night the exact amount of their earnings. This, of course, we know to be illegal, as they should be paid half in money and half in kind. The amounts thus paid do not come out of outdoor relief, which fund, accordingly, benefits at the expense of the wood and stone account. The result of this system has been to keep down the able-bodied inmates in the house. This system was sanctioned by Mr. Davy, the first Local Government Board inspector to have it brought under his notice, and it has been passed by every Local Government Board inspector since, and on no occasion has it been objected to by the Local Government Board. In the event of a man not earning sufficient to maintain himself and family he is relieved with groceries. It may be added that on the wood-chopping there is always a profit, whilst stone-breaking shows a loss. The system has proved a strong deterrent, for before its adoption young men crowded the house. Though isolated in this matter others frequently want to know the details of the system.

6. With regard to the *general question as to the respective merits of indoor and outdoor relief*, our policy has always been to dissuade from coming into the house and to grant adequate outdoor relief in preference to indoor. We have, nevertheless, to order the house in many instances, as no amount of out-relief would meet the case of those coming in—such as those not capable of taking care of themselves, those who live in attics, and those addicted to drink. Some cases are not easy to decide, and in such instances it is undoubtedly a temptation to the relieving officer to give an order for the House and thus get a troublesome case off his list. We have not a definite scale of out-relief, and each case is considered on its merits, but there is a general understanding that outdoor relief for children shall be at the rate of 1s. 6d. per child and a loaf (value 5d.), the widowed mother being supposed to be able to provide for herself and one child. As I have just stated, however, there is no hard and fast line, and the guardians are more inclined to generosity than to severity, with the result that probably the average reaches 1s. 9d. per week. It is, of course, well known that the Departmental Committee on Vagrancy has demonstrated that 1s. 6d. per week will keep a man, but in our Cottage Homes at Fulwood we find that food costs 2s. 6d. per week per child.

7. The arguments in favour of out-relief may be stated as follows:—

(a) The best of the poor have a wholesome detestation of the workhouse. Wonderful changes have been made in administration, but “the dread of the House” still exists, notwithstanding all that has been accomplished in making the wards for the sick, aged and infirm beautiful, warm and comfortable.

(b) To compel a man to go into the workhouse almost inevitably pauperizes him. He has fallen into the slough of despond, and to enter the house is to sink deeper into it. It is far better to give outdoor relief to tide over temporary distress than to familiarise a man and his family with the inside of the workhouse.

(c) The refusal of outdoor relief means the break-up of the home. This is a terrible ordeal for a couple who have lived together happily for years. The family is the basis of our social structure. Everything that tends to undermine this bed-rock principle should be strongly resisted. The break-up of family life is not to be lightly undertaken. Many a man and woman would do almost anything to keep intact the old home.

(d) Widows with children ought certainly to be granted outdoor relief, and not be forced into the workhouse, which results in the whole family becoming paupers and possibly criminals. With the great

majority of working men there is but a week between themselves and poverty, and when the breadwinner is taken away the widow is very often left badly off. The small wages, the large families, the constant holidays, the fluctuations of trade (to say nothing of the ever present temptations to wastefulness), and other circumstances have precluded the putting away of anything for the rainy day. During these years the working man has contributed his quota to the rates, and surely it is fair to treat this as his premium for the insurance money which will by and by fall due. Having thus contributed for years to the rates it is only just and right that the widow and family should be helped from the funds the husband has helped to create. It is not right to leave them to the tender mercies of friends and relations. Neither does it answer the purpose for the guardians to take one or two children, as is done in some unions.

8. “Once a pauper, always a pauper,” is the general result of indoor relief, which is thus much more costly and less effective than outdoor relief. Indoor relief stereotyped pauperism.

9. *The classes of persons applying for relief* may be given as the old and infirm, widows and children, women whose husbands are in asylum or hospital, deserted cases, which go into the house, and bastardy cases. Eighty per cent. of the children born in the workhouse are illegitimate. The great majority of the mothers are domestic servants. In quite a number of cases the girls are of weak intellect. Some of these are very pitiable. In one instance the baby of a girl of this class died and her grief was great, but she consoled herself by saying, “Never mind, I’ll go out and get another.” This girl had no idea of the sin and wickedness and responsibility of such actions, and would fall an easy prey to the first designing man that came her way. Classes of persons applying for relief.

10. *The causes of pauperism* may be stated as sickness and mental deficiency, old age, drink and thriftlessness, gambling, apathy and indifference, foreign competition, Workmen’s Compensation Act (this is shown in the gradual increase in old men applying for both indoor and outdoor relief. The recent story of the Crewe railway works is being repeated on a smaller scale in many quarters, and “too old at forty” will some day have an element of truth in it), venereal disease, heredity. I am very glad to say that we have not many hereditary paupers, and during the six years I have been a member of the board no child brought up in the workhouse or its homes has returned. Causes of pauperism.

11. On the first Saturday in this year, January 5th, 1907, we had in the establishment 891 persons, distributed as follows:—

164 Imbeciles.
235 Sick.
183 Aged and Infirm.
39 Children (generally too young for the Cottage Homes).
270 in main body of the House.

891

12. As to the *class of persons seeking election as guardians*, I think the members of our board may be described as prominent men who have worked in either of the political parties, or in connection with the friendly society movement. There is no doubt that since the £30 property qualification was swept away the tendency has been to place more tradesmen and working men on these boards and less aristocrats. Up to the present no socialist, L.R.C., or I.L.P. candidate has sought a seat on our board, though I am told that at the election in March such candidates will seek the suffrages of the electors. The twenty-six members of our board may be classed as follows:—solicitors, two; barrister, one; accountant, one; auctioneer, one; county court official, one, electro-plate manufacturers, two; cutlery trade, two, directors of limited companies, four, farmers, two; timber merchant, one; retired shopkeepers, three; builder, one; toy merchant, one; publican, one; minister, one; clothier, one; costumier, one; total, twenty-six. Class of persons becoming guardians and effect of Local Government Act, 1894.

13. In the *administration of relief in the union we act strictly in accordance with the Poor Law orders*. The meetings of the relief committee are held every Wednesday morning, in the Poor Law offices. In some unions the Relief Committee, etc., at Ecclesall Bierlow.

relief committee is held in the district, as the distance to the union would be too great for the recipient to travel. We have, however, pay stations in each locality, so that those in receipt of outdoor relief have in no case far to go for their money and bread.

14. As to any reform in the law or practice suggested to me by my experience, I would mention:—

(a) The power to remove cases of contagious diseases, such as syphilis.

(b) The power to remove into the aged and infirm wards the old people who are not able to live in cleanliness and health outside.

(c) The power to compulsorily remove consumptives. At a recent sitting of a relief committee there were three cases of consumptives who would not come into the hospital. One had five children, another seven, and another five. Living with a consumptive father, sleeping in the same room and possibly in the same bed, these children will sooner or later swell the ranks of the sufferers from the great white plague.

(d) The power to detain women with illegitimate children. These should be removed to a special colony.

(e) A person in receipt of medical relief should not be deprived of a vote. If he went into a public hospital no such disability would follow, and it seems monstrous to me that because he lacks a friend with a recommend such deprivation should be the penalty.

(f) The abolition of children's school cards. Guardians have decided that the indoor children shall not come into contact with adult paupers. Village, cottage, and scattered homes have been built in order that pauperism shall not reach the children formerly in the workhouse, yet the children of the outdoor poor have still to take their school cards to the teacher each week, in order to have their attendances marked, the result being that every child in that school knows whether the parents of his fellow-scholars are receiving relief. We have recently requested the sanction of the Local Government Board to a system whereby the relieving officer will receive the information from the education committee and thus avoid the reproach cast upon the child and its frequent boycott.

With regard to classification, we do not classify according to character and experience, though there is a general attempt at classification.

15. Sir William Chance, who, as you know, is a great authority on the Poor Law, and has written several excellent little books on the subject, such as "The Better Administration of the Poor Law," and "Our Treatment of the Poor," makes the following suggestions, namely:—

(a) To have an adequate staff of relieving officers.

(b) To insist on the fullest information about every case.

(c) Having got a good officer, back him up through thick and thin.

(d) To make the relief adequate to meet the necessities of the case.

(e) To insist on frequent and regular visiting of any case.

(f) To work in close co-operation with charitable agencies.

16. The extent and effect of industrial societies and sick clubs as preventatives of pauperism is undoubtedly very great indeed. The following striking figures appear to me more eloquent than argument.

17. The chief registrar of friendly societies, in his report for 1905, just issued, states that the membership of societies furnishing particulars increased by 644,000 during the year 1904, while the accumulated funds increased by nearly 7,000,000 sterling.

18. In the aggregate, the 50,000 institutions in respect of which the chief registrar's office exercises statutory functions, show a total membership of close upon 30 millions, and accumulated funds amounting to 402½ millions sterling, an increase since 1897 of 6½ millions of members, and of 96 millions of funds, or, making allowance for probable duplication, an average sum of approxi-

mately £15 for each person availing himself of the means of encouraging thrift, represented by the institutions in question.

19. One friendly society alone, the Manchester Unity of Oddfellows, has now a capital of £12,953,570 16s. 9d. During the past twenty-six years the funds have increased by £7,340,848 10s. 11d. In the same period the interest has yielded no less than £7,311,109 11s. 8d. What the state of pauperism would be in the country were it not for these thrift societies may from these and similar figures which might readily be piled up be better imagined than described.

20. During my six years' membership of the board very few members of the large permanent affiliated friendly societies, such as the Oddfellows, Foresters and Druids have made application for relief. On the other hand, a considerable number have belonged to slate clubs, shop clubs, and dividing societies, which have broken up and left the member in sickness, old age or distress, without succour or support.

21. Most friendly societies have a rule that members in workhouses or lunatic asylums shall not pay contributions to or receive benefits from their lodge. The rule generally reads as follows: "Should a member who is financial in the lodge, become afflicted with insanity, duly certified, the sick allowance of the lodge shall be paid the same as if the member were bodily afflicted. But if a member is in a workhouse or lunatic asylum at the charge of any parochial board, no sick pay shall be allowed unless he has a wife or children or some other relation dependent upon him for support, when the amount due shall be paid for their relief and maintenance; provided that in all such cases as above the said member shall be kept financial in his lodge."

22. Poor Law guardians cannot, therefore, annex the sick pay of any member.

23. I was elected a member of the Ecclesall Board in March, 1901, together with two other friendly society candidates, Bro. George Abbott of the Foresters, and Bro. James MacLaurin of the Rechabites. The friendly societies of that time believed that in some cases thrift was penalised, and that the amount a friendly society member was receiving from his lodge was taken into consideration in granting out-relief. The Outdoor Relief (Friendly Societies) Act, 1894, made it optional with boards of guardians as to whether or not they should take into consideration the income an applicant had from his friendly society. To make deductions from the Poor Law allowances when such person had a few shillings to receive from his club or trades union we believed to be a tax on thrift and foresight which we determined to do our best to remove, and so to give the man who had endeavoured to make some provision out of his hard earned wages the benefit of his past sacrifices.

24. Happily the Act of 1894 was amended about three years ago, making it compulsory upon boards of guardians not to take into consideration the amount up to 5s. a member may be receiving from his friendly society. This Act we have loyally carried out, not even enquiring as to the amount receivable from his friendly society if under 5s.

42782. (Chairman.) I wish to ask you some questions first upon the latter half of your statement. You have a special knowledge, have you not, in connection with friendly societies?—I have.

42783. What is your experience in that respect?—I am by profession a friendly society's accountant.

42784. With regard to the growth of friendly societies, has their development been at all checked in recent years, or rather has their development been less of recent years, as compared with previous years?—Yes, in some of the large societies there has been a decrease of recent years, though this does not obtain in all the societies. For example, the Ancient Order of Foresters, which has nearly a million members, had a decrease of about 4,000 in 1905, and 6,000 the year before. The Manchester Unity, with over 1,000,000 members, had only a small increase, whereas such societies as the Rechabites and the National Deposit had very large increases.

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Infrequency of application for relief by members of friendly societies. Slate-clubs a cause of pauperism.

Rule against payment of friendly society benefit to inmate of workhouse or asylum.

Object of friendly societies in obtaining representatives on boards of guardians.

Operation of Outdoor Relief (Friendly Societies) Acts.

Decrease in growth of larger friendly societies and causes.

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42785. To what causes do you attribute the less rapid increase of the larger societies?—The causes are many. First of all I think the growth of trade unions, and the giving by trade unions of friendly society benefits has something to do with it. Then many of the societies were established seventy or eighty years ago when the science of vital statistics was not understood by the members, consequently they were founded on an insolvent basis. The societies have now found out that they are not able to redeem their promises to the members, the contributions have had to be increased or the benefits reduced, and that has caused a considerable secession of members.

42786. Did the collapse of the Liberator Society at all affect friendly societies as regards the joining of members?—Yes, it might have to some extent.

Effect of State old-age pensions on friendly societies.

42787. It has been suggested to us that the various schemes which have been put forward of State aid and old age pensions have also had a deterrent effect upon persons joining friendly societies?—Yes, I believe that is so.

42788. Would you say that is so?—Yes, I believe that is the effect of them, especially in one direction; some of the societies which are now trying to make provision for superannuation and old-age pensions, the Foresters and the Manchester Unity, found that when there was the idea that pensions were going to be given by the State, the members did not see the necessity of making the provision for it themselves.

Estimate of total membership of friendly societies.

42789. You say in your statement that the total membership of friendly societies is close upon 30,000,000; of course that means that a large number of persons are counted several times over?—Yes, that is an extract from the last paragraph of the chief registrar's report published November 30th last year, and includes all kinds of societies, with which the registrar of friendly societies has to deal, such as building societies, trade unions, co-operative societies and saving banks, as well as ordinary friendly societies.

Number of persons in Sheffield belonging to friendly societies.

42790. Have you thought at all or made any calculation as to what proportion of the population say in Sheffield, do belong to friendly societies?—I am the Secretary of the Sheffield United Friendly Societies Council, and we have affiliated with us twelve of the principal Orders, and the number of members in the City of Sheffield connected with that council is 37,000, so that you may take it 37,000 people in Sheffield, mostly adult males, belong to a well regulated friendly society.

Proportion of population belonging to friendly societies.

42791. Would they all be heads of families, or would there be several members of the same family included in that?—That would include the father, and the sons who were above the age of sixteen or eighteen.

42792. That is only the male adults; in certain cases the family participate in certain of the benefits?—In certain of the societies females are admitted, and juveniles are admitted.

42793. What proportion of the population is affected; would you multiply that by, say, three?—I should say, speaking of the male adult population of Sheffield that nearly all of them belong to some kind of friendly society, but in a large number of cases, certainly half the cases, this is only a slate club or a dividing society, which generally is found wanting in the hour of the man's greatest need; so that you might on that, possibly, say half of the adult males of Sheffield belong to a registered friendly society, and the other half do not.

Effect of Employers' Liability Act on friendly societies.

42794. Just going back to causes which may have proved deterrent to the increase of the members of the friendly societies, it has been said by a good many witnesses that the tendency of modern times has been to reduce the age at which men can get employment?—There is no doubt of that.

42795. Has that affected the friendly societies by rendering such men unable to pay their contribution?—Yes, it has; there is no doubt about it. The Employers' Liability Act has had an important effect upon the friendly societies, particularly in the shape of the increased permanent pay as we call it.

42796. I understand you have some little difficulty in that case; the half pay, or whatever they get from the

employer, plus the pay from the friendly society, some-times puts the man in a better position than if he were working?—That is so.

42797. Would not the effect on certain persons of the knowledge that it would be more difficult for them to get employment after a certain time tend to make them join a friendly society?—Most men join friendly societies when they are young, from sixteen to twenty-one years of age; and I am afraid they do not look sufficiently far ahead to the period when they are forty or fifty years of age to mind very much what happens then. Some of us have tried very hard to get members of friendly societies to subscribe for old-age pensions, but it is very difficult to get a man of twenty-one to think of the time when he is sixty-five and make provision for it. I am afraid the same operates with regard to dismissal from employment in old age. I do not think young men who join friendly societies think very much about it at the time.

42798. I assume that those who belong to slate clubs and dividing societies are, as a rule, in a somewhat inferior industrial status to those who belong to the friendly societies?—That is so.

42799. As regards the rules which friendly societies apply to their members who may be in workhouses, I assume workhouses include infirmaries?—Yes.

42800. You would say that very few members of the friendly societies seek relief from the poor rates?—Very few.

42801. Assuming a man was to get into the infirmary his sick pay would be stopped unless he had a wife and children, so that the Poor Law guardians would not touch it?—That is so.

42802. Supposing he has a pension, what would happen then? Would the Poor Law guardians be able to touch it?—No, I do not think so. I do not think the friendly societies would pay anything to the Poor Law guardians at all from their funds.

42803. The sick fund is paid to the wife and children if he has any?—Yes.

42804. It is not paid to him?—That is so.

42805. But the pension would be payable to him?—That is so.

42806. Then the guardians would have a right of charging it?—I have never known a case of that kind. The only case I know is the Caistor guardians case (Caistor Union v. Cleaver), and in that case it was proved that the guardians could have no claim. That was not a pension case, of course.

42807. You state that you were elected a member of the Ecclesall Board with other friendly society candidates, the impression being that the members of the friendly societies hardly received fair play, or at any rate were rather penalised by the policy of the Poor Law guardians?—That is so.

42808. Was that feeling general throughout the North of England or did it only prevail in certain localities?—I think it was general in the North of England. We secured representation on both the Sheffield boards for that very purpose.

42809. Do you know any other place where the same sort of action was taken?—Yes. Similar action has been taken in Leeds, I cannot exactly differentiate which of the boards in Leeds, and in Bradford.

42810. And in Huddersfield?—Yes, and in Belper in Derbyshire, in Chesterfield, and generally throughout the North.

42811. The motive, I understand, which induced the societies to act in this combination was that the action of the Poor Law guardians was discouraging thrift?—That is so.

42812. By giving less relief to a man who was a member of a friendly society than would be given to a man who had laid by nothing?—That is so, exactly.

42813. The amendment of the Act of 1894 of course has altered that state of things?—Yes, it has quite altered it.

42814. Do you think that the action of the Poor Law guardians had (I suppose you assumed it would have)

Effect of Employer Liability Act on friendly societies.

Class of persons belonging to slate-clubs

Rule of friendly societies as to refusal of benefit to inmates of workhouse or infirmary

Object of friendly societies in obtaining representation on boards of guardians

Object of friendly societies in obtaining representation on boards of guardians.

a deterrent effect upon members joining friendly societies ?—Yes, we assumed it had to some extent.

42815. Does this combination still continue amongst friendly societies to get representation on boards of guardians ?—It does not now in Sheffield, but it does in a number of places. In Sheffield we do not feel we have the necessity now. A number of the friendly society men are always candidates, but they are not now officially run by the friendly societies' council.

42816. You have considered, have you not, the possibility of establishing an old age pension fund, and you have a fund in operation ?—Yes, in several societies there are old age pensions in operation. In connection with the Order of Foresters in Sheffield, with its 4,000 members there will be nearly 1,000 paying for old age pensions.

42817. As large a proportion as that ?—Yes.

42818. I suppose you would include amongst these figures those who insure themselves for an endowment ?—Yes, but there are very few do that. I should not think there would be out of that 1,000 twenty with an endowment.

42819. I thought endowment insurance was popular, that they liked the idea of getting money rather than the pension ?—I do not think it is very popular since the Act allowed friendly societies to take the savings of members. That is very popular in some districts. A friendly society, a man's Court, or Lodge, or Tent, can receive a member's savings and put them in the savings bank and accept them at 3 or 3½ per cent. interest, and the man can withdraw when he likes ; that has become popular.

42820. It is a savings bank ?—Yes, through the friendly society.

42821. What is the rate of interest ?—3½ is usually paid to the members.

42822. What would in your judgment be the effect of any state system of pensions upon the friendly societies ?—It was originally thought it would be very detrimental to the progress of the friendly societies, but I think now the national conference of friendly societies has come round to the view that a scheme of national pensions is practically a necessity, and in 1904 they themselves drafted a scheme of national pensions.

42823. Have the friendly societies accepted it as a necessity, believing it will do harm or diminish the number of members or do they think it will not affect their numbers ?—I think the societies have come to the conclusion that the question is so big that it is not now possible for the friendly societies to deal with it themselves without accepting assistance apart from themselves.

42824. If you eliminate the provision of pensions from the friendly societies, would there still be a sufficient inducement for persons to come in and join ?—Yes. I think the ordinary sickness and death and relief benefits would still induce people to join. An ordinary society offers a large number of benefits to a member. There is the sick benefit, and generally a man can have what he pays for. The usual benefit is 10s. per week for six months, but if a man cares to pay for 15s. he can have it, or 20s. Then there is the death benefit, a man can pay for any sum from about £10 to £250, and in the case of the wife any amount from £8 to £48. He can also insure his children ; there are also medical benefits ; there is the out-of-work benefit and travelling relief, there is general relief in the case of distress, and now there is added relief in case of fire, if a workman's tools are burnt or destroyed.

42825. I think it was suggested by some witnesses that the friendly societies might be helped in one sense by old age pensions, as they would limit their contributions really to the age at which the old age pensions became payable ?—That is quite possible, and that would possibly remedy the very serious difficulty from which many friendly societies are suffering, from permanent sick pay, which is really an annuity in the case of a large number of persons. It is called sick pay, but it is really an annuity.

42826. You have given a good deal of attention to these matters, and you do not think, necessarily, that a system of old-age pensions would be detrimental to friendly societies ?—No, on the whole I do not think it would.

42827. (*Mr. Loch.*) One question I should like to clear up with regard to the club allowance and the guardians. I think the rule is this, that in cases in which the member of a friendly society comes on the rates his club allowance may be reserved for the maintenance of his wife, or other relatives dependent on him, instead of being paid towards his own maintenance ?—That is so.

42828. (*Chairman.*) We will go back now to the first part of your statement. In the Ecclesall Union you say there is a large number of little masters ?—Yes.

42829. Do they do fairly well, do you know ?—Yes, but trade is not as good in our union as it is in Sheffield generally. I was making enquiries about that only yesterday, and I found out that in the Britannia metal and the German silver trade these little masters are not doing so well owing to the very high price of copper, and also the high price of tin, antimony, and generally the metals that are used for alloys. I found yesterday that tin was £198 per ton and antimony £115 a ton, so it has affected the trade somewhat.

42830. Do these little masters as a rule blossom out into something better afterwards, or do they go on from generation to generation ?—They go on from generation to generation.

42831. In their special trade ?—Yes, generally the silver or cutlery trade.

42832. One of the specialities, or perhaps the speciality, of your board of guardians is a particular method that you have for paying casual able-bodied labour ?—I do not think that is in operation anywhere else except at Ecclesall.

42833. Do you think that has been a success ?—It has been a success with us.

42834. I think the yard was visited by certain members of this Commission, and I understand the principle is that you pay the man according to his position and the number of dependents upon him ?—That is so.

42835. That is to say that a single man could earn about 5s. 9d. a week ?—That is so.

42836. But a married man with a wife and children could get up to 15s. ?—Yes.

42837. Does this system, do you think, attract people who otherwise would not come to you, or does it deter people who are not in real want ?—I think it deters rather than attracts. We have only a small number, eight, at the present time working under this system. I think there were 151 orders given last year to 101 different people to work in this test yard on this system. The advantage is that the man does not come until say nine o'clock in the morning, and on Mondays till ten or half past, and he can before that seek for employment ; if a man does not get employment before nine o'clock in the morning, he is not likely to get employed for that day ; he can go to the large works and try to get employment, and if he cannot get employment he can come and chop the sticks.

42838. The wood chopping shows a profit ?—Yes, there is a good profit on that.

42839. Do the sellers of wood in the neighbourhood complain at all ?—No, there has never been any complaint ; we do not undersell in any way, we sell just at the ordinary market price.

42840. What is the calculation upon which you pay, do you pay at the rates which are current outside, or do you pay on the assumption you must give the man enough to keep him going ?—The assumption is that the man will get just what will keep him going.

42841. Then it is really lower than what he would get outside if he were in other employment ?—Yes, if he was following his usual trade he would get more, distinctly.

42842. Do you make inquiries about the persons to whom this is given, or do you take anybody on who will submit to the test ?—The questions are asked of these people the same as any other applicant for relief. The men present themselves before the relieving officer, who asks the usual questions of them, and he then gives them an order to work in the test yard, and at the end of the day, at five o'clock, they are paid exactly what they have earned that day.

Mr. James Blossom.

26 Feb. 1907.

Rule of friendly societies as to stoppage of benefit to inmate of workhouse.

Industrial conditions in Ecclesall ; small masters, etc.

Ecclesall system of relieving able-bodied by wages and deterrence thereof.

Friendly societies' old-age pensions.

Friendly society savings banks and their popularity.

Effect of State old-age pensions on friendly societies.

Mr. James Blossom. 42843. Supposing a single man comes, he cannot earn more than 5s. 9d. but he can earn that in one or two days ?
—Yes, but I have never known it to be done.

26 Feb. 1907. 42844. Is he allowed to go then ?—The man has to appear every day ; he must put in an appearance every day.

Ecclesall system of relieving able-bodied by wages and deterrence thereof. 42845. The married man, on the other hand, has to work the whole week ?—Yes.

42846. But the single man need not ?—The man will soon get his task done ; supposing he is done by two o'clock he will not get his money till five ; he has to stay about the place until five. As a rule it is 4 or 4.30 before a man ceases work.

42847. He gets it every day ?—Yes, exactly what he earns every day, but he can only get it at the end of the day. He is paid at five o'clock exactly what he has earned.

42848. He could not earn his 5s. 9d. in two days ?—No.

42849. In practice you think this has been a deterrent ?—Yes, it undoubtedly has. This was adopted thirty years ago now, before then there were large numbers of young men coming into the place, but there are not now.

42850. There have been doubts as to the legality of this ?—Yes, that is so, but it has been sanctioned by every Local Government Board Inspector and passed by every auditor for the last thirty years, so that we consider that has made it legal.

42851. I do not understand why this has been a deterrent. Can you explain a little more why it has been a deterrent ?—I think one reason is because of the limitation of the amount of money. It is a deterrent to the young man. That is where it acts as a deterrent. A young man does not like to think he has got to be at the workhouse all the working hours of the week and only get 5s. 9d. for it ; if the man were allowed to earn his 5s. 9d. in one day he would be very glad of it, but he cannot, he must come six days of the week to get his 5s. 9d.

42852. Does he feed himself whilst working ?—Yes. He gets no food at all from the workhouse.

42853. If a man comes in and wants work, does he work the first day without eating anything, or having any food supplied to him ?—He will have his dinner hour off, and at the dinner time he will be able to get some food.

42854. But if he has got no money, I suppose he gets credit ?—I suppose he will, at the end of the first day he will get his money.

42855. (*Sir Samuel Provis.*) Do you pay daily ?—Yes, at five o'clock every day.

42856. (*Chairman.*) Do you think keeping the man in after he has done his work is also a deterrent ?—Yes.

42857. The system is generally approved of by the guardians in practice, is it ?—Yes, our guardians strongly approve of the system, it is believed to be a good system.

42858. It is not expensive, apparently ?—No.

Employment—relief by guardians at Ecclesall. 42859. Have you ever thought whether you could extend it so as not to confine it to these particular forms of work ?—A year and a half ago there was a great deal of distress in the city ; we had very large numbers of men apply for work, we found then that we could not operate this system with such large numbers, so we employed them (and at one time we had over seventy per week employed) in laying out the gardens and making the roads and building the walls at our Fulwood Cottage Homes six miles away from the workhouse. We spent £1,200 in wages alone that winter in finding these unemployed work on the ground at Fulwood. We did not want to operate this system to any large extent.

42860. There has been no need this year to extend your operations in the same way ?—None whatever.

42861. When you spent all this money was it under very strict supervision, were there gangers looking after the men ?—Yes, we had one or two gangers.

42862. Was the result satisfactory from a financial point of view ?—No, from a financial point of view it was not satisfactory. We had to find all these men work ; it was an improvement in the estate there, but it was an improvement we should not have carried out just then. We had to find these men work ; some were painters and

clerks and people not used to handling a spade or shovel, and they did very little work, although they all got the same pay, namely 4d. per hour.

42863. What is the maximum number of men you have had working under your special system ?—Twenty.

42864. Could you extend it beyond twenty ?—Not very well.

42865. At present you have only eight ?—Yes.

42866. I see that you use this argument yourself ; do you find the argument generally accepted by working of idea men that as they have contributed their quota to the rates it is only fair to treat that as a sort of premium or insurance money ?—That is a very common argument.

42867. It applies to every form of taxation ?—I suppose it would.

42868. Your board only have recourse to indoor relief when they are obliged to ?—Yes. The present board is strongly in favour of outdoor relief, wherever it is possible to give it.

42869. Has the amount risen much under the direction of the present board ?—Yes, I think I can give you the actual figures to show how outdoor relief has risen during the present board's time. The amount per person given in outdoor relief in 1904 was £4 15s.

42870. That is the amount of the individual ?—Yes, each person in receipt of outdoor relief in 1904 averaged £4 15s. ; in 1905 the average had risen to £5 5s. and in 1906 the average had risen to £5 13s. 6d., showing an increase per head of 18s. 6d.

42871. Has the number risen ?—The number in receipt of outdoor relief is on the decrease, the amount actually paid is on the decrease. For example, in 1906 we paid £481 less in out-relief than in 1904, but the amount per person is greater.

42872. Those figures do not convey very much, because it would depend upon the period each person was on relief ; can you give us what the relief was per week ?—That is per annum.

42873. (*Mr. Booth.*) I imagine the number you give as the number relieved is the average number on two days of the year, the mean number between the 1st January and the 1st July ?—That is so.

42874. (*Chairman.*) We may take it that though the amount per head of the out-relief has risen, the number of recipients has not ?—That has decreased.

42875. You think that, amongst various other causes that you enumerate, the Workmen's Compensation Act is contributing to pauperism, particularly amongst men of a certain age ?—Yes, I do not think there is much doubt about that.

42876. Have you any figures on that subject ?—I have here the weekly return that we get at the board meetings ; this is the Return, dated February 20th, and it shows that for the corresponding week in 1906 there were 455 men and women over sixty years of age in the workhouse, while in 1907, exactly a year later, there were 480 old men and women in the workhouses over sixty. That is certainly a marked feature in Sheffield, that the number of old people coming into the house and also for out-relief increases year by year, and has increased since the passing of the Act. I have the figures since the passing of the Act. In 1897, which was the year of the passing of the Act, we had on out relief seventy-three old men and 276 old women ; we have now 105 old men and 372 old women.

42877. Sixty years is the age you reckon from ?—Yes.

42878. It is rather at an earlier period than sixty that the Workmen's Compensation Act is supposed to have effect, is it not ?—Yes. It does affect them earlier no doubt.

42879. Should you say that the working age of the average artisan has been diminished by that Act ?—I think so. The employers in Sheffield, especially where there is much machinery, are very chary of employing aged men.

42880. Was that tendency shown at all before the Workmen's Compensation Act ? It may arise from the machinery being faster and more dangerous ?—It has

been manifest since the passing of the Act; it may have been in existence before, but it was not noticeable.

42881. So far as you know your system of education has been satisfactory, and the children who have been adopted by your union, as far as you know, have not come back to the Poor Law?—That is so. We have not had one case during my membership.

42882. Are there any children brought up in the workhouse?—No, the only children in the workhouse are what are called the ins-and-outs. We have just a few of those.

42883. As regards the alterations in the law which you propose, I think the first three rather speak for themselves, and we have had a great deal of evidence in support of them. With regard to the power to detain women with illegitimate children, would you apply that only to feeble-minded women, or to women who did not come into that category?—I would apply it to all. The figures in regard to this seem to me to be very sad indeed. I have some figures here. During the past five years there have been 229 births in our institution, and 177, or 77·2 per cent., of these have been illegitimate children, the mothers of whom for the most part were mentally weak and in many cases almost imbecile. When these women leave they generally go direct to their old surroundings and associations, and return after a time either pregnant or as lock cases. I have a statement here of the number of cases that have returned. We have one woman, aged twenty-nine, with four illegitimate children, and she is again pregnant; one woman, aged thirty, with one illegitimate child; one, aged twenty-eight, with three illegitimate children; one, aged twenty, with one, and she is again pregnant; one, aged twenty-five, with two illegitimate children; one, aged thirty, with one; one, aged thirty-one, with three illegitimate children; and one, aged thirty-nine, with three illegitimate children; those are all women at present in the house.

42884. You would not disqualify anybody on account of receiving medical relief?—No.

42885. (*Mr. Patten-MacDougall.*) Are all those women weak-minded?—More or less weak-minded; many of them are of weak intellect.

42886. (*Chairman.*) Would you wish to abolish children's school cards. There is no particular need for those returns now, is there?—I do not think there is. At the very last meeting of the Sheffield Education Committee last week it was resolved that all school cards (that does not apply to pauper children, but all ordinary school children) should be abolished. That having been done, I think that is a special reason why our cards should be abolished.

42887. The idea is that children may play truant, I suppose?—I think that is the idea, but I think the relieving officer can get the information from the Education Committee.

42888. The attendance officers would report the children, I suppose, to the foster mothers?—Yes. If any children stay away from school, the attendance officer would very soon be round at the house. I think information could be got from the Education Committee without making the children take the card to school to be marked.

42889. Is there anything you would wish to add to your written statement and what you have said orally?—I do not know whether this would interest the Commission in regard to what it costs aged people to live; this I use as an argument for outdoor relief in preference to indoor, that aged people can live, and do live, at a very cheap rate. This statement was taken yesterday from an old man who happened to be up at the workhouse for his pay. W.R., aged sixty-five, wife aged sixty-one, receiving as outdoor relief 6s. per week for the two. He was asked how he spent his 6s., and this is the account the man gave of what he did with his money. He rents two rooms, which is half a house; for that he pays half the rent, namely 2s 4½d. He spends for coal, 1s.; for light, that is, paraffin oil, 3d.; half a stone of flour, 8d.; and the barm to bake it with, 1d.; two ounces of tea, 2d.; sugar, 4d.; a quarter of a pound of margarine 2½d.; one pound of meat bits, 3d.; soap and soda, 1½d.; haddocks or herrings, 3d.; one pound of treacle, 3d.; and one pound of oatmeal, 2d.; that makes 6s. 1½d. Of course that is more than he gets

for relief, so he was asked where he got his other money from. He said a lady friend frequently helped him with a 1s., so that man is able to live fairly comfortably on his 6s. with the little help he gets from his friends, and this man and woman would not go into the house on any account.

42890. (*Mr. Booth.*) That keeps him and his wife?—Yes.

42891. (*Chairman.*) They must get their clothes given them?—Possibly the friend who gives them the shilling would give them their clothes.

42892. (*Mr. Nunn.*) With regard to paragraph 5 and the deterrence of your test work, I think you said it had been going on twenty or thirty years?—Twenty or thirty years.

42893. What makes you think that that is the cause of the diminution in the numbers that have applied for indoor relief amongst the able-bodied?—I think it is because of the few young men who apply for work; we have practically no young men apply for work in the test yard now, and I think it is the system that is accountable for it. They do not like to be restricted to earning such a small sum of money per week as 5s. 9½.

42894. That is the argument; that is not derived from actual experience, is it? One wants to know how it is you do not fill your workhouse as you did thirty years ago. There may be other causes besides this test yard, may there not, that have been in operation?—There may have been.

42895. You do not know what is going on in other workhouses in the immediate neighbourhood in the same direction, whether there has been the same diminution without your test work?—Of course, just now there is a diminution; there is no doubt at all that pauperism, certainly in our part of Yorkshire, is very much less to day than it was a year ago.

42896. Able-bodied pauperism?—Yes; that is owing, of course, to the improvement in trade. That is more marked in Sheffield than it is in Ecclesall because the large iron works, the very big works, are very busy just now, and consequently there is plenty of work.

42897. I think one or two of the Commissioners who saw this in operation got the impression that the men were not disfranchised by that sort of relief?—That is so, they are not disfranchised. They are only disfranchised if it happens, which does not often happen, that a man cannot earn sufficient; if a man cannot earn sufficient to support himself and his wife and family, he will be given what is needed by way of a grocery order, and that comes under the head of outdoor relief. This is payment for work done, and does not come into outdoor relief at all; it comes under the wood and stone account.

42898. You have actually reduced your outdoor relief in your union by giving greater adequacy in each case apparently?—I think the reason that has contributed to the reduction is the adoption of the case paper system. That brought a large number of things to light of which we were ignorant before. For example, we found a lot of relatives who could be made to maintain, and then we found quite a number of cases that were transferable to other unions.

42899. Does your case paper system apply to those in receipt of indoor relief as well as outdoor relief?—Everyone.

42900. Do you have quite an automatic call-over of the names in every case?—Yes, every case inside the house and outside the house must come before the guardians at least once in six months, the aged cases and the asylum cases and the sick and infirm come once in every six months, all the other cases once in every three months.

42901. You adopt Sir William Chance's recommendation that boards of guardians should work in close co-operation with charitable agencies, but the voluntary agencies in Sheffield are not particular strong just at present, are they?—No, they are not.

42902. You have no Charity Organisation Society, have you?—No.

42903. You have only the beginning of a guild of help? That is so, it is in course of formation just now.

Mr. James Blossom.
26 Feb. 1907.

Ecclesall system of relief of able-bodied by wages and its deterrence.

Decrease of pauperism in Yorkshire and its causes.

Able-bodied relieved by guardians at Ecclesall not counted as paupers or disfranchised.

Effect of case-papers in diminishing outdoor relief.

Call-over of paupers at Ecclesall.

Paucity of charitable agencies in Sheffield.

Relief of children at Ecclesall and its results.

Need of power to detain unmarried mothers.

Disfranchisement should not follow medical relief.

Proposed abolition of school attendance cards.

Minimum cost of living in Ecclesall.

- Mr. James Blossom.* 42904. You do not appear to be represented on that guild ?—The board is not, officially.
- 26 Feb. 1907. *Sheffield Guild of Help, and its possible effect on Poor Law administration.* 42905. Have you members on it ?—Yes, in our private capacities ; as soon as it is established all the three guardians of my own ward will be chairmen of districts of the guild of help. I shall myself be chairman of the district in which I live, and so will other guardians, but the board of guardians as a board has not taken any cognisance of it at all.
42906. I suppose the existence of an organised effort in that direction would tend to alter your work as regards out-door relief considerably ?—That is possible ; I cannot say yet though. I shall watch with very great interest indeed the operations of the guild of help and see how it affects us.
42907. Supposing you had the case of a woman come before you at the board who had lost her husband and had a small family of children, would it not be better to place her in the hands of really skilful persons who had a strong voluntary organisation at the back of them than deal with her through the relieving officer ?—I think it would be infinitely better.
42908. In that way you would tend to get much more adequate relief all round with an actual reduction of out-relief which your guardians had to dispense ?—I think that is so.
42909. I imagine that these arguments in favour of outdoor relief are arguments which you yourself support ?—I think they are good arguments.
- Reluctance of workhouse inmates to leave the workhouse.* 42910. But not conclusive altogether, is that the idea ?—Take the second argument where I say that when anybody once gets into the workhouse they have never very much desire to go out again. It is a hard thing to get the majority of working people to come in, but when once they get into the workhouse it is equally hard to get them out again. We had a very striking illustration of this only a few months ago. The master was instructed at the board meeting to interview every inmate in the house—nearly 1,000 people—and ask them if they would take their discharge if the guardians granted them adequate out-door relief, and out of the 1,000 inmates only ten expressed their willingness to take outdoor relief in preference to indoor. Most people dread the workhouse at first, but when they once get in they are content.
42911. Take the case of a sick man who is under the age at which he might join a benefit club, he falls sick and has a wife and children dependent upon him, it does not encourage a benefit society very much, does it, if he receives out-relief, that is to say the most agreeable form of relief, directly he falls sick. Would it not rather tend to discourage him from joining a benefit society ?—The benefit society would not want a man who was liable to illness.
- Number of cases of phthisis admitted to Ecclesall Workhouse.* 42912. A lot of men fall ill who are not radically unsound ?—I am afraid a large number of the men who come into our workhouse are men suffering from phthisis. I got out some particulars yesterday, I thought they might be useful. I find that in the last three years we have had admitted to our workhouse hospital 291 cases of phthisis. Of those cases 103 have died, 132 have left—presumably they were improved in some way, I cannot say what became of them—and fifty-six are still in the workhouse hospital. Fifty of the fifty-six are men and six are women, so that when men come in they are very often suffering from this disease, which is a common one in Sheffield and is largely caused by some of the Sheffield trades.
42913. What proportion is that 291 to your general admissions to your infirmary ?—The total number of beds in the hospital is 270 all told, and fifty-six out of 270 are phthisical cases.
- Provision for phthisis cases at Ecclesall.* 42914. Have you a separate ward for them ?—Yes.
42915. Open air ?—Yes, we have a sanatorium ; we erected that at a cost of about £250 a year or two ago, and we have quite a number of men, about fourteen, taking the open-air treatment.
- After-care of phthisis cases discharged from the workhouse.* 42916. As to these 132 people who leave the workhouse, do they leave it and get outdoor relief ?—No, they simply take their discharge.
42917. Do you think they are cured ?—They are supposed to be cured. The doctor would not allow them to go out if they were not. They are supposed to be cured.
42918. They could take their discharge ?—They cannot take their discharge from the hospital without the medical officer's sanction. If they did the medical officer would warn them that he would not be responsible for any consequences that happened.
42919. There is a very narrow circle of circumstances under which a medical man can detain a man unless he is insane ?—I do not know of cases where they go without the medical officer's certificate.
42920. (*Mr. Booth.*) Practically they take the medical officer's advice ?—Yes, that is so. Legally, of course, you could not detain a man if he was determined to go, but these men suffering from phthisis are in a poor way as a rule.
42921. (*Mr. Nunn.*) Have you any co-operation with your medical officer of health with regard to the cases of phthisis which leave your workhouse ?—None whatever. We took his advice with regard to the establishment of this sanatorium ; he came to several of our board meetings and gave us advice as to what we had better do. Notice of the discharge of all phthisis cases is sent (on printed post-cards provided by Dr. Scurfield) to the Medical Officer of Health with the address the patient states he is going to.
42922. You are bound to notify cases of phthisis in Sheffield ?—Yes.
42923. So that they come under the notice of his visitors ?—Yes ; but very little action seems to be taken, though.
42924. (*Mr. Gardiner.*) Very little of the advice given by the health visitors is taken ?—Cases of phthisis are notifiable, and we notify them if necessary, but I have never known anything follow the notification.
42925. (*Mr. Nunn.*) You came on to your board in 1901 when the Outdoor Relief Benefit Societies Act, 1894, was in operation ?—That is so.
42926. Do I gather from your statement that you had very few cases indeed to deal with under the Act ?—Very few. I think at the present time we have about three friendly society members receiving outdoor relief.
42927. That Act is practically inoperative in your union ?—Yes, there are very few cases indeed. Of course, when a case does come before us we take good care that a friendly society man gets proper treatment. We do not allow the relieving officer to say : "This man has 4s. coming in from his club." We do not allow him to put that down on the case paper. That is treated as *non est*.
42928. You do not think the Act has had any influence in tempting friendly society men to apply to the Poor Law ?—I do not.
42929. With regard to other cases besides these phthisis cases, is there any other way in which you think you can administer the Poor Law so as to encourage the benefit societies instead of discouraging them ?—We think it very hard that friendly society members should be deprived of their vote when they come into the workhouse, the few cases that do come in.
42930. Is not that a hardship that you would recognise as an inevitable adjunct to the Poor Law ? You want to keep the members off the Poor Law as much as possible, do you not ?—Yes ; but in the same way that preferential treatment is granted here to a man who has made provision ; we think further that preferential treatment should be given so that the man should not be deprived of his vote if he were unfortunate enough to come on to the Poor Law.
42931. It is not quite on all-fours with that, is it ? The man practically deprives himself of the guidance of his own affairs when he goes to the workhouse ?—Yes ; but he is not master of his circumstances.
42932. He ceases to be the master of his circumstances, and that is the ground for disfranchising him ? A man belonging to a benefit society, reaping the advantages of it, and living in his house outside, is in quite different circumstances ?—Yes.

After-care of phthisis cases discharged from the workhouse.

Small number of friendly society members applying for relief.

Operation of Outdoor Relief (Friendly Societies) Acts.

Proposal that pauper members of friendly societies should not be disfranchised.

42933. May I ask whether you do anything for the training of the relieving officers?—No, nothing at all.

42934. Is nothing done to train them in their duties and the knowledge of the conditions of the poor amongst whom they have to act?—No, I do not know of any training at all for relieving officers.

42935. (*Sir Samuel Provis.*) Would you tell me a little more about this system of relief to the able-bodied, men? Do they apply to the guardians, and do the guardians order relief in these cases in which you employ them in cutting wood, and so on?—No, a man who requires work applies in the usual way to the relieving officer, the relieving officer gives him an order for the test yard, at the next meeting of the relief committee the case is reported in the usual way along with all other applications for relief, and the order in this case, instead of being an order of so much per week out-relief, or so many loaves, is an order to work in the test yard, and the man goes into the test yard, and there he earns a stipulated amount per day.

42936. He is paid by the relieving officer?—No, by the labour master.

42937. And the labour master keeps a separate account which does not go through the relief books at all?—That is so; it is not outdoor relief in any shape or form.

42938. A single man would be allowed to work such a time as to earn 5s. 9d. in the week?—Yes.

42939. Supposing he was a married man and had one child, would he be allowed to work longer; is there a scale?—Yes, there is a scale of the exact amount. For a single man it is 5s. 9d.; for a married man with wife only, 7s. 8d.; for a married man with wife and one child, 9s. 7d.; for a married man with wife and two children, 11s. 6d.; for a married man with wife and three children, 13s. 5d.; and for a married man with wife and four or more children, 15s. 4d.

42940. Those sums are determined by the amount of time he is allowed to work?—No, by the amount of work he does. He has to do a certain amount of work to earn this money.

42941. He is not paid so much per hour?—No.

42942. He is paid so much per bundle of wood?—Yes; so much per cwt. of wood chopped. I can give you the figures. It is 6s. 8d. per ton for sawing and cutting wood. That wood sells at 1s. 6d. per cwt. loose or in bags, or 30s. per ton.; 1s. 8d. per cwt. in small bundles, 3½ lbs. to the bundle, or £1 13s. 4d. per ton. Large bundles of about 16 lbs., 1s. 9d. per cwt. or 35s. per ton. The men work six and a quarter hours per day, and we sell about £45 worth of wood per month.

42943. The wood is sold afterwards, it is not used in the workhouse?—No, it is sold in the shops about the city.

42944. At the usual market price?—Yes.

42945. Would the wages that you are paying to those men be the ordinary market wages for the work?—No, I hardly think it is the standard, but it is very difficult to tell because most of this wood, I believe, in other parts is chopped by machinery. We have never had any complaints at all by any of the wood dealers about under-cutting.

42946. You know complaints are sometimes made?—Certainly; but we have never had any.

42947. You have done a good deal to improve the accommodation in your workhouse as far as the aged are concerned?—Yes.

42948. You have made arrangements now which make the workhouse something more of a home for the aged?—Yes. We have for the old men a beautiful new block, for just 100 old men.

42949. Have you done anything for the old women too?—Yes, the accommodation has been amplified and made very much better.

42950. About how long has that been?—The old men's block has been open about three years.

42951. Do you think the better accommodation accounts at all for the increase in the number of old men

and old women who come into the house?—I hardly think so—because there still exists the repugnance to the workhouse. It is a very difficult matter to get old people to come in.

42952. But still, the number of old people who have come in has increased?—Yes.

42953. Do you think that is partly owing to the better accommodation you have provided for them?—Perhaps that may have something to do with it. Some of their friends may tell them what a nice place it is now, and they may say: "Well, you do not need to be afraid of coming in; you will be kindly treated and have nice quarters in the house." That may operate.

42954. The people would get to know there was better accommodation and better treatment?—Yes, that is so, they would get to know that.

42955. (*Mr. Patten MacDougall.*) One of the reforms you suggest is the power to compulsorily remove consumptives?—Yes.

42956. Is that not a matter which is more appropriate to public health administration than to the Poor Law?—Yes, I think it is. I think these consumptives ought to be cared for by the municipality.

42957. Do you think all of them, or would you draw a line between those that are still in a curable stage and those that have passed the curable stage and are pauperised necessarily?—I think the municipality ought to deal with all cases of consumption. The cases we get are very largely in an advanced stage; you see that by the number of deaths.

42958. In Sheffield, as you told us, consumption is a notifiable disease?—Yes.

42959. But nothing has been done by the municipality yet to touch consumption, although it is notifiable?—That is so.

42960. The only result of notification is that payments are made, to those who notify, for the notification?—That seems to be about the result, so far; but I think the effect has been to create a movement in favour of the erection of sanatoria by the municipality.

42961. But none has been erected?—Not yet, although there is a committee sitting to consider the matter. I think something will come of it by-and-bye.

42962. If that were so, you think that all consumptives should be treated by the public health authorities—by the municipality—and not by the Poor Law authorities?—Yes, I think so.

42963. Is there in Sheffield a custom on the part of the relief committees to discharge cases from the workhouse where the medical officer certifies them as able-bodied? Do you know about that?—Yes, in the case of a man being certified as able-bodied, he would be told to take his discharge. If the man was reluctant to do so he would be brought before the next meeting of the house committee and his case would be properly gone into; and if we thought it a proper case, he would be ordered to take his discharge.

42964. The case would be properly gone into, that is, the medical officer would certify whether he was able or not to earn his livelihood?—That is so.

42965. Is that all that would be done?—Yes; there would be an inquiry into his circumstances and his ability to earn his livelihood outside.

42966. Then he would be discharged?—Yes.

42967. How many have been discharged when they have been certified to be able-bodied? Have you any statistics?—No.

42968. Could you tell us offhand at all how many cases there are?—Not a large number. I should think that probably we may have, say, two cases at each board meeting, that is two cases each fortnight, of men that we have to order to take their discharge.

42969. That may be fifty cases a year?—Possibly so.

42970. Can you tell us whether these cases return?—In many cases they return.

42971. Not having been able to get work, is that?—Yes.

Mr. James Blossom.

26 Feb. 1907.

Question of making the sanitary authority responsible for phthisis and action of such authority as to phthisis in Sheffield.

Discharge by guardians of able-bodied paupers from the workhouse.

Mr. James Blossom.

26 Feb. 1907.

Training, salary, and examination of relieving officers.

42972. In answer to a question by Mr. Nunn, you said that your relieving officers do not, as far as you are aware, get any training in their work?—That is so.

42973. Would you advocate such training?—Certainly; in general in our case we have been, I think, rather fortunate. Our superintendent of out-relief, Mr. Dearden, who, I believe, has been before this Royal Commission, succeeded his father in the work, and in all probability his son, who is now a case-paper clerk, which is an assistant relieving officer, will succeed him, so there is a sort of hereditary succession in the business.

42974. You have not had experience outside Sheffield?—No.

42975. Do you think it would be, from the point of view of Poor Law administration, a sound thing that there should be a regular service of relieving officers who have had a training and schooling beforehand in the work they have to do?—I think it would be a very good thing indeed, just as nurses have to have three years probation, I think it would be a good thing for a relieving officer to have a probation.

42976. Do you think the salary of a relieving officer at present is such as befits an office of the kind?—They get about £130 a year at Ecclesall, and there is always a tremendous lot of applications for the position when one becomes vacant; and naturally the men who have experience stand the better chance.

42977. Have you any further suggestions to make as to what might be done to improve the present service?—I think it would be a very good thing if relieving officers were to be given a certificate of proficiency.

42978. From whom would they get it?—I suppose they would have to get it from the Poor Law Officers Association. I think they ought to institute examinations for that kind of thing. The Local Government Board would be asked to appoint representatives on Board of Examiners.

42979. (Mr. Nunn.) I suppose they might train for a period under other relieving officers having experience and capacity?—Yes, if all unions adopted the case-paper system like we have it, it would require certain assistant relieving officers, and I think if they served a few years in that capacity they would be then fitted to take the responsible position.

42980. (Mr. Gardiner.) For the purpose of the examination the Local Government Board might be better?—Certainly.

42981. (Mr. Loch.) Have you heard of examinations by the School of Sociology for relieving officers, and others, in order to give them certificates?—No, I do not think I have.

Figures as to increase of pauperism at Sheffield.

42982. It has been begun already. With regard to the pauperism of Sheffield, the figures I see, exclusive of lunatics, on January 1st, 1902, indoors are 706; on the January 1st, 1906, they are 953?—That is so.

42983. And the outdoor figures are 1,007 as against 1,303?—Yes.

42984. So that there has been a steady increase on both heads?—You will observe there has been an increase up to January 1st, 1905, then a decrease.

42985. True, but presumably there must be a certain amount of ups and downs; taking that span of years there is an increase of about 300?—Yes.

42986. There is an increase in the intervening years leading up to that, with that one exception?—Yes, I do not know whether you have seen these charts which were prepared by Mr. Bagenal and our clerk, but they show in a very striking way that right through there has been a steady increase, the only decrease being last year. (Produced.)

42987. Where is the turn of the curve for the rise?—It starts to rise in 1900 and continues rising till 1905.

42988. That is a little earlier than appears in your Report, it starts there in 1902?—Yes.

Increase of Poor Law expenditure at Sheffield.

42989. If you take the expenditure for the years put down here, there is an increase from £11,104 in the maintenance to £13,165?—Yes.

42990. And in the out-relief £4,903 becomes £6,053?—Yes.

42991. You know the ordinary statement about Poor Law relief, that with an increase of outdoor relief you have an increase of indoor relief?—Yes.

42992. Do you think these figures rather bear that out?—Yes, they do, but as far as the average cost per head of indoor relief that is going down.

42993. I will come to that presently. To turn to the question of cost you use the argument that the cost of the indoor relief being so much greater than outdoor relief, outdoor relief is better?—Yes.

42994. It is rather remarkable, is it not, how much the cost of these two go up together? Here you have your cost of indoor relief mounting by £2,061 according to this statement, and you have your outdoor relief mounting by £1,150; in both cases that comes to very nearly 18 per cent.?—Yes, but in one case it is due to the more generous amount given as outdoor relief, and in the other case there is a reduced cost of maintenance.

42995. That is so, but your numbers in receipt of outdoor relief are also increasing?—They were.

42996. Taking these five years, it is too short a period, one would think, to count the last year only, I think your chart bears that out?—Yes, for half a dozen years there was a continuous increase both indoor and outdoor.

42997. If you applied, as is suggested by Sir William Chance, or those who take that argument, a workhouse test more severely, fewer would apply for out door relief, would that not follow?—We do apply the workhouse test in doubtful cases.

42998. Have you any other policy than that?—No, if we think a case is unworthy we simply give an order for the house.

42999. Then the house is really what you may call a test of the unworthy?—Yes.

43000. It is not at all a test of what you might call the middle class, who are not entirely unworthy and are not entirely good, who might be pushed to a little more independence if they had not the option of relief?—I think the policy of relieving officers is to keep down their outdoor lists as much as ever it is possible, and wherever there is a doubtful case at all they urge the guardians to apply the workhouse test, and if the guardians think it is a doubtful case they do.

43001. In the case of widows who are recipients of this out door relief, do you find that they continue for a very long period to have it? Do you find that when the children grow up the widows remain dependent?—No, we do not find that. A large number of these widows are, in my opinion, very independent, and as soon as they can manage without the outdoor relief they are glad to do so. Of course, if we find that a widow has children growing up the moment we think those children are earning sufficient to keep her and themselves we stop the relief.

43002. How do you check that, have you a regular call-over for all widows?—Yes, every widow under sixty must appear before the relief committee once in three months.

43003. You think that is a sufficient check?—Of course, the relieving officer is constantly calling at the house, and he sees these widows every week when they come for their relief.

43004. What would a widow with four children get from you?—There is no hard and fast line, but there is a kind of understanding that a widow should keep herself and one child. I am not going to defend this understanding, because I do not believe in it myself; so, consequently the widow would get for her four children 4s. 6d., which is three 1s. 6d., and three loaves worth 5d. each; 4s. 6d. outdoor relief and three loaves.

43005. That is the total?—Yes, that is the total she gets, which I think you will agree is not sufficient.

43006. Do you find that these widows are earning money to make up the difference?—Yes, they are, they go out washing and take in washing, or go out charring, and make up the difference in that way.

Increase of Poor Law expenditure at Sheffield.

Figures as to increase of pauperism at Sheffield.

Extent of application of workhouse test at Ecclesall.

Extent of out-relief to widows.

Call-over of widows in receipt of relief at Ecclesall.

Rate of relief to widows with children at Ecclesall.

43007. Does the relieving officer know what that difference is?—Yes, he tries to ascertain how many days of the week the widow works out.

43008. He puts the case to you as sufficiently relieved because of what is coming from other sources?—Yes. He says, this woman is working say two days a week, for which she gets 4s., and, with the 4s. 6d. you have given and the loaves, the woman will be able to get along.

43009. Do you get relations to help at all in those cases?—If there is anybody who can be made to maintain we do, of course.

43010. Is the charity of Sheffield of a type which would bring her money also?—Yes, in all probability she would get something from the parish organisation.

43011. Is that reported to you?—Yes.

43012. It is on the case-paper?—Yes, they are asked if they get anything from the vicar of the parish or any of the chapels.

43013. With regard to the cottage homes, all your children are sent there now?—Yes.

43014. What is the capital cost of your cottage homes? What did they run to a bed?—I do not think I can tell you that; I know what the cost of maintenance for the last year was, it was 17s. 6d. per head per week. It is only fair to say that another quarter has passed since then, and the expenditure for the last quarter amounts to 13s. 11d.

43015. Where did the difference come in?—There were a lot of charges in the first year that naturally will not occur again; the laying out of the grounds, for example, will not occur at any future time. That amounted to 2s. 3d. per week per child, and that was all paid out of current revenue.

43016. I notice it is suggested here that your accounts will be credited, or there is an expression of a hope that the council will be credited, with several county council grants for industrial training. How do you get those grants; under what head does the county council pay the cottage schools of the Poor Law guardians that money?—Under the head of technical training; for example, they have started a band for the boys; they say they can get from the county council sufficient to pay the cost of this foster father; but, as a matter of fact, I am not a member of the cottage homes committee.

43017. Is it under the plea of technical education?—They call it industrial training; they say they can get these grants. I know the board made a grant of £25 for the cost of the instruments. They were told, "We shall soon get that back again."

43018. About the old-age pensions; you have been a student of this subject for some time. Do you know whether the friendly societies as a whole, apart from discussing the thing in their general meetings, have taken any combined action at all to make provision for old-age as between society and society?—The friendly societies have what they call the National Conference; it consists at the present moment of representatives of thirty-two societies having 2,894,004 adult members. The Manchester Unity, which, as you know, has over a million members, withdrew from the conference a year or two ago, so they are not counted in these figures. The conference has discussed this question time after time, and as a result of their discussions formulated a scheme of old-age pensions of their own in 1904, but nothing has come of that. They also passed a resolution asking if every society connected with the conference would be willing to pass a law that no new members should be admitted to the society unless they contributed for old-age pensions. That has been before the societies but very few of them have given their assent to the proposition.

43019. That is to say, they have the alternative of joining societies where that would not be a condition?—Yes.

43020. You think that is quite an exception?—Yes.

43021. The scheme that you refer to as put forward by the friendly societies was a scheme of subvention, was it not?—Yes.

43022. That the old-age pensions should be given when they got to the age of sixty-five?—The idea was

that at sixty-five all sick pay should cease and old-age pensions be paid, and that the amount so paid should be subsidised by the State.

43023. Is that at all a scheme which is accepted in friendly societies generally?—It has been formally accepted by the conference as their scheme, and therefore I suppose it is officially supposed to represent the feeling of the friendly societies members, but as a matter of fact this matter is never fairly discussed at the annual meetings; the meetings seem to be afraid of it.

43024. You talk of a million members connected with the Manchester Unity and so on; has any suggestion ever been discussed by which all the societies might join together and form, as it were, one large insurance society for this purpose?—I have never heard of that suggestion.

43025. Has it ever been discussed whether the system of collecting by house visiting might be adopted as against the present rather loose system of collecting through members, and so increasing the society in that way?—That has been mentioned. It is in operation in connection with a large number of juvenile societies. I think it is a possible development of friendly society work. I know several very large juvenile societies which are prospering under that system of collection. It seems to me only a question of time before it will be adopted for the adult societies, but it will not be yet.

43026. I see in Paragraph 16 you say: "The extent and effect of industrial societies and sick clubs as preventative of pauperism is undoubtedly very great indeed." Your ideal would be, I suppose, that friendly societies under any reformed system should, as it were, touch a lower class, and so prevent an application to the Poor Law at all amongst the class which does not now belong to the societies?—Might I just tell you what the societies have done in regard to this? I have some figures here which have been prepared by the President of the National Conference showing the numbers of the societies which were represented at the last conference. In the year 1905 these societies paid out as sick pay £1,889,531.

43027. That is all the societies, excluding the Manchester Unity?—Yes; they also paid out in death claims £423,582; and in relief grants for five years, 1901–5, such societies as made returns paid out £312,760; that is in relief; that is when men who are out of work or for other reasons are not able to pay their contributions. Some of the societies have given returns as far back as thirty years. I find that in thirty years the Foresters have disbursed for these relief grants £757,250. So that a great deal is being done to assist people in distress; but these societies do not reach at present the lowest strata of the working class, that is the difficulty.

43028. Nor can it be said, can it, that the friendly societies have taken any steps to make themselves competent to deal with the old-age pensions as a whole?—No, they have not; the matter has always been shelved by the great bulk of the societies.

43029. At the same time parallel with them has gone forth the agitation for old-age pensions, supported by a different group at the outset, namely, the trade unions and the Labour people?—That is so.

43030. So there have been two channels, one rather opposed to the pensions system and the other very much in favour of it?—That is so. There is no doubt at the outset the friendly societies were much opposed to State pensions, but the great bulk of the friendly society people have now come to look upon them as inevitable and acquiesce in what they cannot prevent.

43031. They have done very little to meet it by re-organisation on their part?—They have tried to get new members, but that has generally been a failure, so they have given up the effort.

43032. Do you think the demand for the pension is a demand *bona fide* at sixty-five, or would it be more natural, in view of what you said about the Workmen's Compensation Act, earlier than that?—There is no doubt the bulk of the working men think it ought to be earlier than sixty-five.

43033. Sixty?—Yes.

Mr. James Bosson.

26 Feb. 1907.

Mr. James
Blossom.
26 Feb. 1907.

Increased
claims on
friendly
societies for
sick benefit.

43034. No question has been raised as to the means of meeting such a demand; they have taken it for granted that the means are forthcoming; is that so?—Yes, they have said it ought to come out of income tax and increased death duties and that kind of thing.

43035. Is the experience of the societies this: that the liability to infirmity which affects the ability to work, and therefore suggests a pension, is greatest from fifty-five upwards?—Yes, every fresh compilation of experience of friendly societies proves two things: first there is a considerable increase in the duration of life, second that there is a more remarkable increase even in the extent and duration of permanent sick pay. Perhaps I had better explain. In an ordinary friendly society a sick man gets his full pay, let us say 10s. per week, for twenty-six weeks. He then receives his reduced pay, which may be 7s. 6d. or 5s., for another twenty-six weeks. Then he is entitled to permanent pay, which may be 2s. 6d., 3s. 6d., 4s. or 5s. That permanent pay continues until the man is able to resume his occupation. If he is an old man of sixty or sixty-five the chances are he never is able to resume his occupation, and it becomes practically an annuity. Our experience proves there is a great growth in this direction, because the man is living longer, life is being prolonged at that age when he gets relief, and consequently the societies are suffering very much from it.

43036. You would say that this demand is arising at the age of fifty-five for permanent relief?—Yes, from fifty-five.

Tendency to
decrease
qualifying
age for
old-age
pensions.

43037. Does it not follow that none of the proposals for old-age pensions that have hitherto been put forward meet the actual need, as a whole at any rate?—Yes, that is so. Supposing the Government brought in an old-age pension scheme at seventy, I am quite sure there would be an outcry to get it sixty-five, and if it got to sixty-five then there would be an outcry to reduce it to sixty, and then to fifty-five. That would be the general progression.

43038. The need once recognised would not be met until the earlier age in life was reached?—That is so; pensions at sixty-five would not meet the whole of the need, that is quite certain.

43039. It is not merely a question of agitation, but a question of logic?—Yes.

Possibility
of old-age
pensions by
friendly
societies.

43040. Have you yourself any suggestions on this subject, has one proposal seemed to you better than another, or any modification that can be introduced?—Of course my solution all along has been that friendly society members should provide this for themselves; they might provide it for themselves if they would agree to the cessation of sick pay at a given age, sixty-five is the age always mentioned, but as you say it will have to be earlier than that. If they would agree to that they could, by paying a small extra contribution in the earlier years, meet it. A young man of eighteen, by paying an extra 1d. a week, could secure 5s. at sixty-five. That is the solution I have always advocated.

43041. There is a strong feeling against this contribution in any form, that this 1d. should be provided?—Yes, there would be a great deal of opposition to it.

43042. It would have no chance, in your opinion?—I do not think so.

43043. Therefore it comes to a question of leaving it to the will of the people entirely with the consequences, or having a State system which requires of them, except so far as they may pay rates and taxes, no kind of payment?—I have arrived at the conclusion that the solution of this will have to be left to the State; the friendly societies cannot operate it.

Increase of
old-age
pauperism at
Ecclesall
and its
causes.

43044. (Mr. Chandler.) In regard to the increase of old-age pauperism in your union during the last ten years, has the population remained stationary, or has there been a large increase?—There is a steady increase in population.

43045. Has the increase in old-age pauperism been out of proportion to that, or has it been about the same proportion?—I think it has been a little in excess. I have diagrams here which do not show the increase of old-age pauperism, but the increase in population, and the increase in outdoor and indoor relief.

43046. You would expect an increase of pauperism coincident with the increase of population?—It would not necessarily follow, because ours is a residential district mainly, and the increase has been in the residential part, not in the working class part; the working class part is actually decreasing, because the working class houses are being turned into workshops.

Increase of
old-age
pauperism
at Ecclesall
and its causes.

43047. You said in your opinion the Workmen's Compensation Act of 1897 was responsible for this increase in old-age pauperism, and you submitted a statement; is your opinion based solely on the statement of the old people in the workhouse?—No, it is based on what the people tell you themselves, it is the old story they tell you week by week.

Workmen's
Compensation
Act as
cause of
pauperism.

43048. Just statements that are casually made by people?—You will ask them where they worked and how long they worked, and they will tell you where they worked for forty years, and if you ask, "Why are you not working there now?" they say, "Oh, I have got too old."

43049. There is a far greater increase of women than men, and the Compensation Act would hardly affect them?—That is so.

43050. You do not attach very much importance to that statement?—Of course some women do work in Sheffield, there is the burnishing, that is work that is done by women in the silver trade.

43051. With regard to friendly societies, in answer to the Chairman I think you mentioned that one of the causes operating against the increase of membership of friendly societies is the fact that many trade unions provide similar benefits. I assume you see no objection to this so long as there is provision for such contingencies made by the men?—No, but the difficulty is here, that the trade unions provide these benefits at less than cost price, that is to say there is not the distinction between the trade funds and the benefit funds that there ought to be, one fund is used to help the other. If these trade unions put these benefit funds on a sound financial basis and charged an adequate contribution to meet the benefits promised, of course there would be no objection, but unfortunately they do not.

Trades
union
benefits
prejudicial
to friendly
societies, an
reasons
therefor.

43052. But I assume that the trade unions you have in your mind which provide those benefits also provide the funds by means of increased contribution whenever necessity arises, known as levies?—Yes, the levies amount to a large amount.

43053. That means the men themselves have to pay for it, although the union does not separate the trade union objects from the benefit society objects?—I think in some cases they have had difficulties. I think many of the trade unions are in difficulties about this superannuation allowance, and they talk of reducing it. I know in some of them there are motions to either stop or reduce the superannuation benefit.

43054. You mean the liability is increasing so rapidly that it is getting rather more than they can bear?—That is so.

43055. And the men themselves begin to get reluctant to pay the necessary contribution to secure it?—That is so.

43056. I suppose there is no rule in the friendly society to prevent men belonging to a trade union which provides these additional benefits during sickness?—None whatever.

43057. Have you any information as to the proportion who belong to each?—I have not the figures here, but they are all given by the Registrar of Friendly Societies in his Annual Report.

Number of
men belong-
ing to
friendly
societies
and trade
unions.

43058. In your experience, do you find that a man who belongs to a friendly society would, as a rule, belong to his trade union, if he had one in his trade?—Yes, that is so.

43059. In that sense they are providing slightly extra in the case of sickness?—Yes, the ordinary respectable working man will belong to one friendly society and his trade union.

43060. (*Chairman.*) Would members of trade unions be included in that 30,000,000 referred to in the Registrar of Friendly Societies' account?—Yes, and the co-operative societies too.

43061. (*Mr. Chandler.*) Did I understand you to say in reply to the Chairman that you thought the Workmen's Compensation Act had some effect upon the experience of friendly societies with regard to sick pay?—Yes.

43062. Only so far as you believe it increases the sick pay of the society?—It works in this way; under the old Act, a man had to be a fortnight before he could claim accident compensation. Supposing he was a cutler and had a slight accident to his finger; in the old days before the Act, he would simply go on working; he would not trouble the doctor or the sick fund; but now he says, "I have had an accident; if I can get relief from my lodge for a fortnight I can claim compensation," and the man at once declares on the fund of his society, and there he stays until he has got compensation.

43063. Would not the safeguard of medical certificates protect you in that respect?—I am afraid that many medical officers are very lax in this matter of certificates. If a man has an accident, though it is only a slight one, he says he cannot work and the medical officer is bound to give him a certificate. These medical officers are only paid a very small sum, 3s. or 4s. a year per member.

43064. In respect to the feelings of the members of friendly societies generally with regard to State pensions for the aged, is it the fact that friendly societies were agitating, and successfully agitating, for years for the purposes of that Outdoor Relief (Friendly Societies) Act?—Yes.

43065. That really is increasing the sick pay of the men 5s. a week?—The object of that was that the person who was a member of a friendly society should not be placed in a worse position than a man who was not a member of a friendly society. We have very clear cases where, say, two men presented themselves before the relief committee; one man never saved at all, and he got, say, 5s. a week; there was another man who had saved, and got 2s. 6d. from his club. The guardians only gave that man 2s. 6d., and the friendly societies felt it was very wrong in a case like that, and that caused the agitation.

43066. Their object was to get an increase on what it considered the insufficient amount of 5s.?—Just so.

43067. So there must be a very large number of people who are not fit subjects for the receipt of sick benefits who are yet too old to work and have nothing coming in; I mean to say, you only pay in case of absolute sickness?—When they are old you cannot distinguish between sickness and old age. As a matter of fact the friendly societies do not in reality differentiate between the two. If a man is not able to work he gets his sick pay.

43068. Would the friendly societies object to the State subsidising that by a few shillings a week?—No, I think the friendly societies would agree to that and they would welcome it.

43069. (*Mr. Gardiner.*) As regards that labour yard in the workhouse about which Sir Samuel Provis asked you, would you tell me who superintends it?—A sergeant of police, Sergeant Machin.

43070. By whom is he paid?—By the Watch Committee of the city, and they claim his wages back from us.

43071. From the guardians?—Yes.

43072. The guardians pay the Watch Committee, and so it appears in the guardians' accounts?—It does.

43073. Under the head of salary?—Yes.

43074. How much is he paid?—£133 1s. 8d.

43075-6. And the auditors never call attention to that?—No.

43077. (*Dr. Downes.*) In paragraph 10 you refer to the recent story of the Crewe Railway Works. Can you tell us anything of what that was?—I only know the story as it appeared in the newspapers.

43078. You have no immediate knowledge?—No, except from the newspapers that 100 men were dismissed.

43079. (*Sir Samuel Provis.*) There were one or two questions about that in the House of Commons?—There were.

43080. (*Dr. Downes.*) You express the opinion that a Medical person in receipt of medical relief should not be deprived of a vote, and your reason, as given here, is that if he went into a hospital he would not be deprived of his vote. Are you referring to indoor medical relief only?—No, I think it would be fair to refer to both, because it operates in the same way. It is very difficult for a person to get either indoor or outdoor recommends in Sheffield, the hospitals are always crowded and if a person wishes to go into the hospital or get outdoor treatment he has to go casting round for recommends, and they are very difficult things to obtain. When the poor men or women cannot get recommends they constantly come to the relieving officer to get them a medical order, or they come into the infirmary. It is a shame that a man for the simple reason that he has not a friend to get him a recommend should lose his vote.

43081. It is because of the particular kind of hospital treatment, is not that the reason?—Yes.

43082. A little further on you say, truly I think, the extent and effect of industrial societies and sick clubs as preventatives of pauperism is very great indeed. Do you think it is advantageous in the interest of friendly societies that no disability should attach to the receipt of medical relief?—A man who belongs to a friendly society is a man who has been a careful thrifty man; he would not have joined the society if he had not had an eye to the future and a rainy day, consequently, this is a man who desires to live a respectable citizen, but if misfortune happens to him it seems a pity that, although he has made provision so far as his wages will allow, he should be put in that position.

43083. If free medical relief were given to a man would it not remove from him one of the inducements to join a friendly society?—It should not, because medical benefit is included amongst the benefits of the society.

43084. Your last paragraph deals with the Act of 1894. Has that Act made any difference to the number of members of friendly societies in receipt of relief?—Very little difference. I think during the last three years I have known about half a dozen cases in Ecclesall, and we have three on the books at the present time.

43085. So there has been no serious increase in the numbers?—No, there has not.

43086. (*Mr. Booth.*) In the matter of work in lieu of relief which you have mentioned mainly in your fifth paragraph is the house offered at all? When that work is offered have those to whom that work is offered the option of coming into the house?—No, a man comes and says he wants work. Very well, says the relieving officer, here is an order for the test yard, go there and chop sticks. If the man does not care to accept that he simply goes away, and we do not hear anything more about him, but as a matter of fact there are very few refusals, scarcely any.

43087. You mention that before this was done there were many active youngish men in the house doing nothing?—That is the statement made to me. I have no recollection of that far-off time, but that is information given me by Mr. Dearden.

43088. The assumption is that they would prefer to be in the house doing nothing to working in the labour yard for 5s. 9d. a week?—Yes.

43089. They have not now the option?—No.

43090. With regard to the work that was done when you had the larger number of people employed at the cottage home, the work of building the walls, etc., that you mentioned, was there the same limit as to the amount received and as to the hours which were given?—Yes, there was a limit; the men were getting 4d. per hour and allowed to work eight hours a day and four hours on Saturday, so a man could earn that amount of money, 2s. 8d. a day.

43091. So it is a good deal more than the 5s. 9s. a week?—That is so, but there were special circumstances with

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Difficulty in gaining admission to hospitals at Sheffield.

Effect of free medical relief on friendly societies.

Effect of Outdoor Relief (Friendly Societies) Act on pauperism.

Ecclesall system of relieving the able-bodied by wages.

Employment relief by Ecclesall guardians.

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Slate clubs
as a cause
of pauperism

Relief paid
by friendly
societies to
members,
and arrange-
ments made
as to arrears
of contri-
butions.

Effect of
old-age
pensions on
friendly
societies.

regard to that. There was so much distress in the city at the time, and we could not find these men work in the labour yard; we had not sufficient accommodation.

43092. Was there a distinction drawn between single men and men with families?—No, not at Fulwood.

43093. In Paragraph 20 you speak of a considerable number who have belonged to slate clubs who have come for relief; are there a considerable number who have belonged to friendly societies and no longer belong?—If a man comes for relief he is invariably asked, Do you belong to a friendly society? If he says No, he is asked Have you belonged to one? and if his answer is, Yes, he is asked, What was your society? The man will tell you and it generally turns out to have been one of these dividing societies or slate clubs, and when he is asked, Why are you not a member now? the answer is, Oh, it broke up some years ago; that is the usual story.

43094. The large friendly societies do lose a considerable number of people when work is slack; they cease to pay their contributions?—That is so, but an effort is made by the friendly societies to retain their members as far as possible. I have a statement here by Mr. J. Lister Stead, the Secretary of the Foresters, in which he says that during the past thirty years the friendly societies connected with the national conference have paid about £2,000,000 in relief in addition to the ordinary fixed benefits, and that is mostly paid to men when they are out of work. The lodges do not like men to lapse if they can help it; they generally say, We will pay three months, six months, or even a year's contributions in the hope that you will be able to resume payment after that time.

43095. So they do retain their membership?—Yes, the society does not allow their membership to lapse if they can help it because of the lack of work.

43096. With regard to the effect on friendly societies' work if there were a scheme of pensions at a certain age, I gather that you think there is plenty of scope for their action in the variety of benefits which they undertake?—I think so.

43097. And there not only is that scope, but there are further extensions in that direction possible?—Yes.

43098. We had it from a witness yesterday that you might have optional claims, that you might at a certain age decide whether you would take an endowment or a pension, or whatever it might be, so that according to the circumstances of life of the subscriber he could fix later on what the form of the benefit was to be?—I think there are possibilities of great amplification in the work of friendly societies.

43099. It would be entirely untouched by any scheme of pensions, especially if it came at an old age?—Just so.

43100. To some extent the responsibility that they would be relieved of the rather unknown responsibility of the extent of sick pay at old age is a relief that would be to their benefit?—The societies would be very glad to be relieved of old age sickness.

43101. Because it is an almost unknown burden?—Yes.

43102. And it has not really been paid for?—None of the ordinary contributions paid is for old-age pensions of that kind.

43103. So that a small pension coming in which would relieve them of that would be a substantial benefit to the friendly societies?—From that point of view it would.

43104. And it also would enable them to concentrate their efforts on the other means of thrift?—Yes.

43105. And from that point of view you are not hostile, or do not object to national pensions?—For a long time I very strongly advocated that these things should be done by the societies, but I have come to the conclusion that the societies cannot or will not do it, and that the State, therefore, must step in and do it; and that it will not be an unmixed evil to the societies.

43106. But you are afraid of its being the beginning of extensions which would be harmful?—That is so.

Question of
qualifying
age for old-
age pensions.

43107. Do you think there would be financially any possibility of lowering the age to the years with which at present the friendly societies have to deal, fifty-five, sixty, and so on?—This is a matter entirely for the

Chancellor of the Exchequer; I think he would hesitate a very long time before he gave pensions at fifty-five. Question of
qualifying
age for old-
age pensions

43108. Another reason for making a late period, you think, would be that sickness and inability to work and lack of employment, all the three of which are provided for either by friendly societies or trade unions, apply to the years from fifty-five to sixty-five far more than they apply to the years after seventy, for instance. The chance of work is very small at seventy?—Very small indeed. When a man gets to seventy you can assume he will be permanently on the sick fund of his society.

43109. Therefore, sickness as resulting in inability to work is mainly a fear of the earlier years?—Yes, it is. When you get into old age it is almost impossible to differentiate between what are old age claims and what is sick pay.

43110. Does that not, although it is a little difficult to put an exact logical point to it, seem to suggest that the age really of the end of work, sixty-five or seventy, would be the time at which a national pension ought, if done at all, to begin—when work was past and sickness was no longer the cause of financial difficulty?—Yes; but there is no doubt that those who are at present advocating old-age pensions at an early age would not like it at so late an age as seventy. For the reason that you have stated I think that at seventy a man is past work, but at a very much earlier age than that he will find a difficulty in obtaining work. He may be able to do some light employment, but not follow his ordinary trade or calling. He will find it very difficult. It is in those years that the difficulties of the friendly societies come in; those men not being able to find employment come on to the funds.

43111. But the trade unions do attempt to deal to some extent and might do more to deal with that, which is rather their business?—Yes; the trade unions pay pensions much earlier than the friendly societies do. Pensions
paid by
trade unions.

43112. Certainly, for that reason?—Yes.

43113. But the trade unions can practically discriminate with regard to work; they can more or less see whether those they benefit can or cannot get work?—Yes.

43114. And have an organisation for doing that?—Yes.

43115. The friendly societies have an organisation and check for watching whether a man is malingering or not of friendly, which no national pension could have?—Yes, that is societies so. Of course men are carefully watched. Every sick member is supposed to be visited by two visitors each malingering.
week.

43116. They may not work at all; they are not allowed to work are they?—They are not allowed to work when they are on sick pay.

43117. And they are visited continuously to see that they do not?—Yes.

43118. It is, I think, as a matter of fact, at the age of sixty-five or seventy that the very great occasion for old-age pensions begins and the proportion of people who at the aged are paupers is very much lower than at sixty-five and it goes on increasing?—That is so. In our male infirm ward at the present time there are 101 men, the average age of those men is seventy-five years. High pro-
portion of
the aged
over sixty-
five becom-
ing paupers.

43119. The fact that the proportion increases so very much just at that age, from sixty to sixty-five, would seem to prove that up to that age sufficient independence was possible to the bulk of the population as things are, would it not?—Yes. Then of course there is this other thing; that there is a difficulty with regard to out-door relief under the age of sixty.

43120. Quite so; but the increase comes still more at sixty-five. No doubt the increase may come to a certain extent from the better relief or easier relief they can get at sixty; but the figures show that the increase is much more rapid after sixty-five?—Yes.

43121. Does not that point to the fact that it is at about that age that their industrial resources fail them?—Yes; I suppose when a man gets to sixty-five he is not able to get any work to do at all; it practically amounts to that.

43122. Unless he has a permanent job?—Yes. If a man loses his situation at fifty-five he may be able to subsist for ten years on any little jobs that he can pick up from time to time, but at sixty-five they will fail him too.

43123. And there may have been certain savings made which are gradually exhausted?—Yes.

43124. So that very respectable people who have made savings, do come on to the Poor Law rather late, simply having exhausted the savings they have made?—Yes, that is so. I have known quite a number of cases of that

kind where a man has saved £50, or £100 in his lifetime in the savings bank and has eked it out in his old age, and has then come to the Poor Law at last.

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43125. Would not the certainty that there was a small allowance coming in even at as late an age as seventy encourage effort to provide for the intervening years for which he already provides a good deal?—I think a lot of respectable people would say: If I can live till seventy, I can get this pension from the State, so I must try to keep out of the workhouse till that time.

Dr. ROBERT WILLIAM INNES SMITH, called; and Examined.

43126. (Chairman.) You have prepared a statement which we will treat as your evidence in chief if you will kindly hand it in; there are one or two points of rather special importance which we should like to ask you a few questions about, to supplement that statement?—Certainly.

(The Witness handed in the following Statement.)

1. I have seven clubs which pay me at the rate of 3s. 6d. and 4s. per member per year. I have no women in clubs. There are a few boys between ten and sixteen, for whom I am paid 2s. per year. I examine prospective members and pass them, but the examination is quite a superficial one. A few general questions about previous medical history, a rough examination of the heart and general survey—a *tout ensemble*—and the man is passed or rejected. I am not paid for this.

2. Any man can join. There is *no wage limit*. Nevertheless, I do not think it is common to find people in good circumstances obtaining medical attendance through a club. Many men continue to pay the contributions when they are in good circumstances, simply out of a feeling of helping their less fortunate brothers.

3. I have no power in the carrying on of the clubs. With the exception of one, all come under the Friendly Societies Acts.

4. In times of good trade they make many members, and again in bad times they make few, and many, a *great many*, drop out because they cannot keep up the payments. Many men of fifty whom I have known are in no proper clubs because of this. When the good trade comes again, they join the sick and dividing clubs held at public-houses, the landlord being the treasurer. These are liable to break up at any moment and there is no real security for the members. They correspond to the "Slate clubs" in other parts of the country.

5. Since the passing of the Compensation Acts for accidents, the clubs must have lost heavily. Many labourers earning 22s. a week, who have sustained accidents, are in a friendly society paying 12s. a week, a sick and dividing club paying 8s. a week, and half their wages, 11s. a week, equals 31s. a week. Hence the worker wants to stay off work as long as possible.

6. I am surgeon for Messrs. Vickers, Maxim, Ltd. (private account), and attend all the accidents that happen at the works. They insure themselves and I see that the men return when they are fit. I am also referee for several accident insurance companies, who cover the Compensation Acts. These companies must lose thousands of pounds through no proper supervision of the injured workmen.

7. As a result of these drains on the friendly societies funds—Class A in the Druids (24s. a week)—has been abolished. The new Act will certainly prove a greater strain on their funds. The Rechabites put a man on *half-pay* immediately he comes into his compensation benefit. The latter society is consequently "under a cloud" in this district.

8. Again, men over forty-five are never taken on at the largest works in this district.

9. Last year Messrs. Vickers Maxim tried the experiment of examining all the new "starts." In twelve weeks I examined 286 men and rejected fifteen. The rejected included men with *one eye*, those with *bad ruptures*, bad ulcerated legs or scars indicating old ulcers, also men

physically unfit. Owing to the opposition of the trade unions this rule was suspended, but the firm may re-introduce it. Vickers Maxim carry this rule out at their works at *Erith*, and have done so for six years.

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10. Many men are idle and on the rates in this district because of *their age*. Epileptics cannot obtain employment. They start work—have a fit—and are discharged on the spot. I saw one man on three occasions at three different works in this district. He had had a fit on each occasion and was discharged on the spot each time.

Difficulty
of employ-
ment for
aged and
epileptics.

11. The age limit for admission into a proper friendly society is forty, occasionally forty-five. After that age if a man has had to drop out of his friendly society he generally joins the sick and dividing club already mentioned.

Age-limit
for friendly
societies.

12. Among the artisan class who are members of their trade unions, the above remarks do not always apply. They receive "out of work" pay, and they have old age pensions in many of them. But a trade club is an expensive thing, running to as much as 2s. a week in some trade unions. This covers "out of work" pay, sick pay, strike pay, and old age pensions.

Trade union
benefits and
cost thereof.

13. One of my clubs has a "laying in" benefit of 15s. The Hearts of Oak has, of course, a similar benefit of 30s.

14. As a matter of fact, my club members number about 700 or 800. There are plenty of medical men in Sheffield with 2,000 club members.

Numbers of
members in
Sheffield
medical
clubs.

43127. (Chairman.) You have seven clubs to which you act as doctor?—Yes.

43128. Did you start those clubs or did they come into existence of their own accord?—Six of them are friendly societies and one of them is in connection with a small works in the district.

Sheffield
medical
clubs and
their organi-
sation.

43129. I see you get paid at the rate of 3s. 6d. and 4s. a year?—Yes.

43130. You say as a matter of fact your club members number about 700 or 800?—Yes.

43131. That is not very large pay, it is under £150 a year?—Yes.

43132. That is for attending seven clubs?—Yes.

43133. Does that include domiciliary visits?—Yes.

43134. Is there any dispensary or place to which you go, or do they come to you?—They come to me.

43135. Then I suppose if they are seriously ill a letter from you will get them in to the hospital as a rule?—Yes.

43136. Do many of these men subscribe in their works for medical attendance; that is to say, is a penny a week deducted from their wages for it?—In one of my clubs so much a week is deducted from their wages for what they call the Works Sick Club.

43137. Certain large firms deduct a penny a week, do they not?—They deduct a penny a week for the charity hospitals, but they do not deduct any money for private medical attendance.

43138. It is a sort of compulsory levy in support of the hospitals?—The charities.

Compulsory
deduction
from wages
of employees
for purpose
of hospital
subscription.

43139. The charity hospitals?—Yes.

43140. I suppose they can get out-attendance there?—Yes; by having this deduction the workmen become entitled to what are called "recommends."

43141. Do many members of your clubs belong to works where they can get recommends?—All of them.

Dr. R. W. Innes Smith. 43142. So, independently of that, they have joined these medical clubs?—Yes.

26 Feb. 1907. 43143. There is no wage limit?—No.

Wages of members of medical clubs. 43144. I assume in some of these clubs the wage received by the individual is low?—Yes; the labourer will earn from £1 a week to anything up to £2 or £3 a week.

43145. But they do include unskilled as well as skilled labour?—Yes.

43146. In good times you say there are a good many members; then, you say, they drop off. None of these clubs resemble slate clubs, do they?—One of them does.

43147. It divides at the end of the year?—It does not divide at the end of the year, but it is not a registered club.

43148. You work a great deal amongst the poor in Sheffield?—Yes.

Deterrence of medical relief. 43149. Is there a reluctance, do you think, on the part of the respectable poor to apply for medical relief because it is in connection with the Poor Law?—Yes, there is.

43150. Should you say that acted generally as a deterrent amongst the respectable working classes?—I think the working classes have an idea that the attention they get from the Poor Law medical officer is not satisfactory.

43151. Is it that, rather than what is called the taint of the Poor Law, that prevents them applying?—I think so.

43152. They have no reluctance to go into the Poor Law Infirmary?—No.

43153. Are there any free dispensaries in Sheffield?—No.

Effect of Workmen's Compensation Act on friendly societies and medical clubs. 43154. Now we come to the operation of the Workmen's Compensation Act. You think that the clubs have lost heavily because in the case of a man who has met with an accident, under the combined receipts which he gets from the society, and, possibly, his club, and the employer, he is as well off, if not better, than when he was working?—Quite so.

43155. Is it a common complaint of the societies that they lose in consequence?—Yes, it is a very common complaint.

43156. There is an instance you have given here, the labourer meets with an accident, he gets 12s. a week from his friendly society sick pay, from the sick and dividing club, 8s.—what is that?—That is a sick club they have amongst themselves.

43157. He gets something from that when he is sick, does he?—Yes.

43158. And he gets half his wages from the employer?—Yes.

43159. Really he gets this good return because he belongs to two clubs, that is really what it is?—Yes.

Cost of contribution to medical clubs. 43160. What is the average contribution a week to your clubs now, is it a penny?—No, it is more than that. I really cannot say what it is, the medical man gets about a penny a week from the club. I do not know exactly what they generally pay to the clubs for sick pay and funeral benefits.

Medical officer of medical clubs and method of his selection. 43161. Are you the only medical attendant to these various clubs?—I am the only medical attendant to these clubs I have mentioned.

43162. How do they select their medical attendant at the clubs? Do they do it each year, or is it more or less permanent?—It is more or less permanent.

43163. I suppose as long as you get on with the club it is permanent?—Yes.

Effect of Workmen's Compensation Act on medical clubs, private firms and insurance companies. 43164. The loss to clubs, owing to the passing of the Compensation Act, in cases of accident is well-known, it is a serious and, I understand, an almost general complaint?—Yes.

43165. You act as surgeon for Messrs. Vickers, Maxim and Company?—Yes.

43166. Your experience is the same from that point of view as that of the friendly societies?—Yes.

43167. What you put here, I suppose, is generally admitted by the insurance companies and the large firms?—Yes.

43168. Are they taking any special measures now against loss; are they increasing the stringency of the medical examination?—You mean the insurance companies?

43169. Yes?—They send a medical officer to inspect the workmen.

43170. Do you work for some of them, too?—Yes.

43171. The result of this has been detrimental to certain of the societies?—Yes.

43172. We have had a good deal of indirect evidence to the effect that the Workmen's Compensation Act has reduced the age at which men, if they lose employment, can regain it. You here make the statement that you believe men over forty-five are never taken on at the largest works in the district?—At several of the large works.

43173. To what do you attribute that? Is that because of the fear of the consequences of the Compensation Act, or do you think it is that the machinery runs quicker and is more difficult to manage, and the people become more prematurely old than they did some time back?—I think it is due to the fact that when a man meets with an accident after forty-five, he is a great deal longer in recovering from the accident than a young man; and then I think he is more predisposed to an accident.

43174. It is not only that the liability is greater, but the consequences are more serious?—Yes.

43175. That is new to us; is that the general experience, do you think, of those who have worked in accord with the Workmen's Compensation Act?—I think so.

43176. The constitution not being so young and elastic, the effects of an accident are not thrown off so rapidly?—Quite so.

43177. You see a great many of these men; would you say that the general complaint or representation is that it is more difficult for men of a certain time of life to get work now than it was?—Yes, it is much more difficult.

43178. Do you think that is entirely due to the Compensation Act, or are there other causes contributing to it?—I think it is largely due to the Compensation Act.

43179. In some of the trades, the textile trade, of which there is very little in Sheffield, we are told the speeding up of machinery makes it more difficult for old people to earn their wage, but you have not heard of that in Sheffield.—No.

43180. The machinery is not of that kind?—No.

43181. You examined Messrs. Vickers new "starts," as you call it, that is, I suppose, the men coming in?—Yes, the new men who were set on.

43182. You examined a considerable number and rejected a certain number, fifteen; then you say the examination was opposed by the trade unions?—That is so.

43183. Were those you examined trade unionists?—At the early part of the examination, during the first few weeks, a large number were trade unionists; then the trade unions took the matter up and instructed their members not to submit to the examination. They objected to the examination, and the chief objection in the first instance was that the examination was degrading; I had to examine each man for rupture; and the second objection was that the men who were rejected would be either thrown on the rates or else thrown on their trade unions.

43184. What was the main object of the examination. Was it to see if the men were physically fit, or if there were indications of old accidents, or was it to discover any traces of incipient disease which would render the master liable if developed?—It was to exclude men who had conditions which might aggravate an accident or prolong his recovery from an accident, and to exclude men who were physically unfit, or men with one eye. There was one case that happened a few months before they introduced this; a man lost an eye at one works and he received £50 compensation for the loss of that eye. He was set on at Messrs. Vickers Maxims, and he lost his second eye, and Messrs. Vickers Maxim had to pay £200 for the second eye, but the other firm only paid £50 for the first.

Action of insurance companies in connection with Workmen's Compensation Act.

Workmen's Compensation Act as a cause of unemployment.

Machinery as a cause of unemployment.

Medical examination of Messrs. Vickers Maxim's employees and result.

43185. The loss of the second eye is more serious than the loss of the first? (*Sir Samuel Provis.*) The result was they wanted to exclude men with one eye altogether, I suppose?—As a matter of fact they do so now. The foremen have instructions not to set any man on with one eye. I may say that Vickers insure themselves. Large firms like John Brown & Company, Charles Cammell, and Vickers, and those firms employing about 4,000 or 5,000 men, put a sum aside to insure themselves.

43186. (*Chairman.*) Did any other firm besides Vickers make an examination?—No.

43187. The indirect result of the Compensation Act apparently is to make it more difficult than before for men who have met with accidents or who are at all advanced in life, or who are not sound, to get employment?—Yes.

43188. Merely on account of the liability?—Yes.

43189. An epileptic, you say, cannot obtain employment?—No.

43190. I assume that is because if he were hurt during the time he had a fit the employer would be liable?—He is liable.

43191. You go so far as to say a good many men are unemployed on account of their age?—Yes. After the war Vickers went very slack and they discharged, in about twelve months, I think 1,000 men; a large number of these men were forty, and a large number of them did not get started again.

43192. In the discharge from a firm, would the old men necessarily go first; I assume not?—No.

43193. The tendency of the large firms would be to keep on their old employees?—Yes. As a matter of fact Messrs. Vickers Maxim have a very good system of giving a pension to their old workmen, and they are very good to old soldiers; they get a preference, as a matter of fact.

43194. This examination, I understand, is really in a measure a precaution against the liability under the new Compensation Act?—Yes. The examination is suspended now.

43195. Have you ever thought of any remedy with regard to this. I assume that the compensation is regulated by the amount of wage?—Yes.

43196. Have you ever thought it possible if these old men could be taken on at a lower wage, assuming the trade unions dropped their objection, that that would get over the difficulty?—I think the only way of getting over the difficulty would be to allow employers to contract out with the older men and also those who suffer from any serious disability.

43197. If you begin contracting out, contracting out may become the rule instead of the exception? That is the danger. Has that ever been suggested at all by any of the employers?—Yes, one of the managers at Vickers-Maxim suggested to me once it would be a very good idea if the epileptics could be allowed to contract out; as a matter of fact prior to the 1897 Compensation Act Messrs. Vickers had quite a large number of epileptics working and they had contracted out; under the old Employers Liability Act of 1894 they could contract out of that Act, but when the 1897 Act came into force these men were all discharged.

43198. I suppose these epileptics are good workmen except during the period of a fit?—Quite so: some of them are very good workmen.

43199. I suppose the tendency varies, but regular work would not necessarily increase, it would rather tend to diminish, the frequency of the fits?—I do not think it would have any particular effect.

43200. How old should you say that men come into friendly societies; the oldest age is not after forty, is it?—I think one or two friendly societies take them up to forty-five.

43201. But the payment is very much higher; it depends on what they pay for?—They have to pay higher, but I do not think any of the friendly societies take them after forty-five; at least I do not know of any.

43202. Going into the general subject of medical relief, should you say that the poor of Sheffield were well pro-

vided with medical relief?—I do not think I would like to answer that question. *Dr. R. W. Innes Smith.*

43203. (*Mr. Booth.*) With regard to these clubs, they evidently are of various characters, but are many of them lodges of the great friendly societies?—Six of them are lodges of the great friendly societies. 26 Feb. 1907.

43204. And only one is of the other character?—Yes. Friendly societies and question of membership in times of distress.

43205. Are you sure that a great many of the members of these lodges drop out in bad times?—Yes, I am certain of it.

43206. We have had it in evidence that it is not so; that they have a special fund to maintain their members by special assistance?—As a matter of fact there is a fund, but I believe the arrangement is that the members shall pay towards this fund, which will pay the premium when out of employment. Friendly society arrangements as regards arrears of contributions.

43207. You mean a special contribution?—Yes, he has a special contribution to pay while he is in work so that if he should be thrown out of work the society shall continue to pay his premiums.

43208. It is only those who have in this way provided for it themselves who get it?—Quite so.

43209. What we have been told is that it is entirely benevolent and it is a help for people who are in difficulties, irrespective of their having specially provided for it?—The chief friendly society in Sheffield is the Druids; the Oddfellows and the Foresters are in a small minority; the Druids have a fund whereby if a man pays so much to this fund if he is thrown out of employment the society will pay his contributions.

43210. Are your sick societies all Druids?—Three of them are Druids, and one Oddfellows (Manchester Unity), one Foresters and one Gardeners. The seventh one is attached to a small works in the district.

43211. Does this dropping out in bad times apply to the Oddfellows (Manchester) Unity and also your Gardeners?—I really do not know. I have about 800 in the clubs, and I should think 600 are Druids. The Oddfellows have practically been as they were when I first got them; they have never increased at all. Friendly societies and question of their loss of membership in times of distress.

43212. In spite of this special provision on the part of the Druids they do lose a good many members?—Undoubtedly.

43213. Is there any provision by which those members can join again without disability?—The men can join again if they are under the age.

43214. They have to pay the extra subscription for their extra age if they join again?—Yes. I have known of cases like this; a man has been in a friendly society and then a time of bad trade comes; he is perhaps forty years of age and out of work perhaps two years, he drops out of his friendly society, then he gets work, and being too old he has to join a sick and dividing slate club.

43215. There is nothing else for him?—No.

43216. The statement that we constantly have that there are hardly any members of friendly societies who apply to the guardians has to be taken in connection with the fact that large numbers of people who have been members of friendly societies have dropped out?—Yes. Number of members of friendly societies applying for relief.

43217. This is evidence different from what we have had before; therefore it is rather important; it amounts to a very small thing if all that can be said is that no one who has succeeded in remaining a member of the friendly societies comes on the Poor Law, if very large numbers have not succeeded in remaining?—Men will join at twenty or twenty-five and then be thrown out of work; in a year or two they will come up and join again. I have found it repeatedly during the last ten years while I have been in Sheffield, where men have joined the same society two or three times; they have come before me to be examined to join the same society, apparently owing to the effects of bad trade.

43218. Joining each time under worse conditions than the time before?—Not necessarily. Friendly society members becoming members of slate clubs.

43219. But finally, being unable, or unwilling, to pay the enlarged subscription they join an ordinary dividing club?—Quite so.

Dr. R. W. Innes Smith. 43220. That is a common experience?—That is my experience.

26 Feb. 1907. 43221. I think you mentioned that there was some dissatisfaction with the medical service under the Poor Law with regard to outdoor relief. Do you think they would be equally dissatisfied with anything that was publicly provided? I suppose your answer is no; is it because it is publicly provided they are dissatisfied with it, irrespective of merit?—There is a popular idea, I think, that the parish doctor does not look after them properly.

43222. Irrespective rather of the true merits of the service that he renders?—Quite so.

Friendly society and other benefits make sickness an advantage. 43223. (*Dr. Downes.*) With reference to paragraph 5 of your statement, has any check been suggested on men making a good thing of sickness in the way you describe there?—No, I do not think anything has been suggested.

43224. I suppose that the action of the Rechabites was aimed at checking that?—Yes, it was aimed at that.

Deception by workmen as to their age. 43225. Have you found any tendency on the part of men passing middle age to disguise their passing age?—Yes, I think so.

43226. What do they do; it is alleged they use hair dyes, and that sort of thing; I do not know whether you have come across any example of that?—I would not like to answer that particularly, but I think they do.

43227. (*Chairman.*) Have they as a rule to state their age when they are employed?—Yes, every man states his age.

43228. (*Sir Samuel Provis.*) Do they require any certificate?—No, I am speaking of the large works.

43229. (*Chairman.*) Should you say that the age given by the older men is as a rule accurate. Have you ever had reason to doubt it?—I think so, sometimes.

Risks of employment of epileptics as workmen. 43230. (*Dr. Downes.*) With reference to the epileptics who were employed by Messrs. Vickers-Maxim before 1897, was the proportion of accidents amongst that class undoubtedly larger as compared with the others?—When the epileptic has his fit he generally has an accident, he generally falls down and perhaps has a scalp wound, or a comparatively trivial accident.

43231. Did you find any undue excess in the proportion of serious accidents?—I was only employed with Messrs. Vickers from January 1st, 1898, so that I was only six months under the old *régime* before the Workmen's Compensation Act came into force on July 1st, so I could not really say.

43232. Your experience does not go far enough back to answer the question?—No.

After-careers of lapsed members of friendly societies. 43233. With regard to the men who join and drop out and rejoin, do some of those men obtain Poor Law relief in the interim?—I could not say.

43234. Would that obtaining Poor Law relief disqualify them rejoining?—No.

43235. With regard to the pensions which are granted to old workmen in those firms, is continuous employment necessary for those pensions?—Yes.

43236. (*Mr. Chandler.*) You state here that Messrs. Vickers, Son & Maxim insure themselves, do they also provide for payment in case of sickness of workpeople?—No.

43237. There is no sick club in connection with the works?—The workmen have one or two little sick clubs in the different shops. There will be a club, say, in the gun shop, and a little club amongst themselves in the armour-plate shop; another in the shell shop; they are connected with the workmen, not with the employers at all.

43238. It is simply with regard to compensation arising from injuries under that Act that the employers insure themselves?—Yes.

43239. In the case you gave us where the man lost one eye, I suppose the other eye was injured, or he would not have got compensation for the loss of that eye? Do you know whether the other eye was injured?—I know he lost one eye at Messrs. Firths. I know I examined him on behalf of the Employers' Federation, and he received £50 for that one eye; two years afterwards he was employed at Messrs Vickers, and at two in the morning I saw him, and he had lost his only eye, and Vickers had to pay £200 for that.

43240. I understand that, but evidently the employers' arrangements for compensating the workmen were more liberal than the Act, because it is a rule that if a man after he recovers from the illness from the loss of his eye is able to resume work with one eye, there is no compensation?—Yes, there is compensation; the man is not so good a man as he was before, and he is entitled to a substantial sum of money because he is not as good a man as he was prior to the accident. If a man loses one eye he is entitled to some sum of money for the loss of that eye apart from his wages; immediately he resumes employment he is entitled to what is called "substantial compensation" for the loss of that eye.

43241. If the employer who takes him on with one eye is prepared to give him the same wages as he was receiving before, will he still get compensation?—Yes, as a matter of fact the custom with Messrs. Vickers is to say to the man, Do you want a sum of money? and the man will say No, I would rather have a job; then they draw up a document of some sort and the man has a job for the remainder of his days at so much a week.

43242. (*Sir Samuel Provis.*) I think you said in some cases there was a compulsory deduction of a penny a week from the wages?—For the charities.

43243. Amongst what charities is that distributed?—The Royal Infirmary, the Royal Hospital, the Jessop Hospital for Women and the Children's Hospital.

43244. It is all for hospitals?—Just for the Charity hospitals.

43245. It does not go to anything beyond hospitals?—No.

Pensions to employees by private firms.

Arrangements for sick benefit in Messrs. Vickers Maxim's factory.

Private insurance funds of large firms against workmen's accidents.

Compulsory contribution from workmen's wages towards hospitals.

EIGHTY-FOURTH DAY.

Monday, 11th March, 1907.

AT THE FOREIGN OFFICE, DOWNING STREET, S.W.

PRESENT.

The Right Hon. Lord GEORGE HAMILTON, G.C.S.I., etc., etc., etc. (*Chairman*).

The Right Hon. CHARLES BOOTH, F.R.S.
 Sir SAMUEL B. PROVIS, K.C.B.
 Mr. F. H. BENTHAM.
 Dr. A. H. DOWNES.
 The Rev. T. GAGE GARDINER.
 Mr. GEORGE LANSBURY.

Mr. T. HANCOCK NUNN.
 The Rev. L. R. PHELPS.
 Mrs. SIDNEY WEBB.
 Miss OCTAVIA HILL.
 Mr. FRANCIS CHANDLER.

Mr. R. H. A. G. DUFF (*Secretary*).
 Mr. J. JEFFREY (*Assistant Secretary*).

Mr. ROBERT WAITE, called ; and Examined.

43246. (*Chairman*.) You are a guardian of the King's Norton Union ?—I am.

43247. You have been good enough to prepare a written statement containing your views, which, if you will kindly hand it in, we will treat as your evidence in chief, and I should like to supplement that by a few questions ?—Certainly.

(*The Witness handed in the following Statement.*)

1. I was elected a guardian of the King's Norton Union in March, 1901, and since then have taken an active interest in the work of the King's Norton Union, serving on the following committees and sub-committees thereof :—House and Infirmary, Out-Relief, Vagrancy, General Purposes and Assessment. For more than twenty years prior to 1882 was identified with the teaching profession ; subsequently a journalist. Since 1903 a member of the Worcestershire County Education Authority. Member of the Manchester Unity of Oddfellows and of other friendly societies. Joint Honorary Secretary of the National Committee of Organised Labour for Promoting Old-age Pensions on the lines advocated by Dr. Charles Booth, viz., Universal and Non-contributory.

2. The social and industrial conditions prevailing in this area are very diverse. A generation ago it was almost entirely residential. Since then, great nuclei of industrial populations have been created at Selly Oak (in the parish of Northfield), and in the parish of Smethwick. There is also a considerable industrial population in the parish of Edgbaston.

3. Selly Oak has an estimated population of over 20,000, a population gathered by the rapid development of the cycle industry and of other trades where unskilled labour finds greater demand. Wages are consequently low, the population tends to be migratory, and the general level of life is low. Considerable districts have been hurriedly built upon and the speculative builder has made the best use of his opportunity to the public detriment. The probability is that before a generation has passed away the greater part of Selly Oak will have approximated to slum conditions. The same remark applies in a less marked degree to the conditions prevailing in Smethwick. As a rule labour is cheap and unorganised, and in Selly Oak especially there is a lack of civic life and interest.

4. Generally speaking, among the upper stratum of the wage-earning class there is a deadly hostility to the acceptance of Poor Law relief in any form. The more self-respecting the individual the greater the unwillingness. On the other hand among the lower level of wage-earners there is only too great willingness to have resort to the Poor Law upon the least stress or seeming justifi-

fication. On the whole it is desirable that where it exists this barrier of unwillingness should not be broken down. Contact with the Poor Law seems to demoralise the recipient and to cause loss of moral fibre. *Mr. R. Waite.* 11 Mar. 1907.

5. The granting of outdoor relief to partly incapacitated workers tends to the reduction of wages and the perpetuation of the evils it is designed to remedy. In the case of those incapacitated by age or other causes, where the disability does not take an acute form, it is advisable that the "house" alternative should not be too hardly pressed and that regard should be had to the susceptibilities and wishes of the applicant when the conditions of existence can be regarded as favourable. Out-relief in aid of wages : cases suitable for out-relief, etc.

6. In the case of the better class previously spoken of the greatest need arises in times of accident, sickness, and more or less chronic ill-health disability, and it is suggested that *access to the infirmary should not be through the gate of the workhouse*. Lives are now lost or are continued under impaired conditions by unwillingness to accept the nursing and good feeding which the infirmary now affords to the sick because of its Poor Law taint. This institution differs from the ordinary hospital in that subscribers' notes are not necessary and it is open to chronic and other cases which are refused by the ordinary institutions. The infirmary is very largely a place "where the poor come to die" and where they may end their lives under conditions far more comforting and peaceful than are afforded by their own homes or the homes of their children. Deterrence of medical relief and proposed separation of infirmary from workhouse.

7. As a rule the amount given as outdoor relief allowance is insufficient and should be largely increased. Mr. Chaplin's circular of August 4th, 1900, expresses the correct view. This union professes to give outdoor relief in certain well-selected cases up to the amount of 4s. per week, but these are few compared with the bulk. Inadequacy of out-relief.

8. Seeing that the standard of indoor pauper maintenance costs nearly 5s. per week, and that this is the lowest level consistent with health conditions, it is difficult to see how any smaller sum can be held to be a sufficient discharge of the guardians' obligations to the recipient of outdoor relief.

9. Apart from accident, the ordinary illness of life, and bereavement, the root cause of pauperism and lunacy is drink. During six years' experience I have never been present on any occasion when an application for in or outdoor relief has been heard emanating from any applicant who has been a recognised abstainer from alcoholic drinks. On a recent occasion, when the workhouse inmates were gathered, his statement was made in the presence of four hundred and enquiry was pressed as to whether in any individual case it was an untrue statement. There was no denial or dissent. Cause of pauperism.

Mr. R. Waite. 10. Another case in point from personal experience. An ironworker residing outside the union, whose wages amounted to anything between 40s. and 80s. a week, according to the time worked, was brought home with a broken leg and placed on the only bed in the house. Ten days later the wife was confined in the same room and on the same bed. The man was a heavy drinker.

Omission to join sound friendly society, decrease of apprenticeship, and increase of unskilled labour cause pauperism.

Movements of population in King's Norton.

Status of persons elected as guardians in King's Norton.

Women guardians in King's Norton.

Difficulty as to working class guardians.

Publicans as guardians.

Proposed reforms :—

Classification.

More employment for paupers.

Decreased cost of buildings.

Codification of Local Government Board Orders.

Increased facilities for boarding-out.

Transfer of vaccination to sanitary authorities.

Attitude of working classes towards poor relief.

11. Poverty in old age is also intensified by the omission, to provide the safeguards offered by a friendly society or by joining a society on an unsound basis.

12. Another cause is the dying out of the apprenticeship system and the increased ratio of unskilled to skilled labour. In the tramp wards more than one-half of the admissions are those of labourers or of no trade whatever.

13. The population of the industrial portions of the union is largely increased by influx from rural districts. The birth-rate of the union is stationary with a growing population, *i.e.*, the birth-rate is declining. The consequent increase of population is therefore most largely from the outside.

14. Up to the present in the King's Norton Union those elected to the office of guardian have as a rule been superior in status and intelligence to the ordinary Poor-Law guardian. Ministers, members of professions, and retired tradesmen, together with a proportion still actively engaged in their life-work, constitute the board.

15. The work of the women guardians cannot be too highly recognised or esteemed.

16. The lack is that there is no leaven of the working-class element and it is difficult to see how this can be remedied. The work of the board cannot be done at night and until some provision is made by trade unions, trade councils, co-operative societies, or by similar bodies for reimbursing wage-earners for time lost it is hard to see how this difficulty can be overcome.

17. In some boards of guardians publicans form a very undesirable element by reason of their number and proclivities. Complaints have been made of the customers of such receiving preferential and undeserved treatment.

18. The following reforms are suggested by experience :—

(a) A better system of classification as regards character, habits and physical condition of inmates.

(b) The exacting of more profitable labour from inmates. At present slight cases of hernia, chronic rheumatism, varicose veins, and other infirmities are deemed sufficient to excuse the inmate from the necessity of maintaining himself or of doing any form of arduous work while within the workhouse. On the part of those whose self-respect will not allow them to apply for Poor Law relief such physical imperfections and disabilities are cheerfully accepted as the common lot and form part of the ordinary routine of life.

(c) The cost of buildings should be reduced. To afford shelter to five paupers or five lunatics costs anything from £750 to £2,000, while the working man and his family (say five in all) think themselves fortunate if they are housed at a cost of £200.

(d) Orders of the Local Government Board should be codified. Some boards of guardians work under very adverse conditions in comparison with others. Orders of admission to the house are too easily obtained. It is far more easy to keep a man out in the first instance than to get rid of him when improperly admitted. Instances may be given from the practice of this union.

(e) The conditions under which children may be boarded out should be made more reasonable, especially as regards the amount which may be paid for such boarding-out.

(f) Vaccination should be removed from the purview of the guardians and placed under the control of the Sanitary authority of the locality.

43248. (*Chairman.*) You draw a contrast between the feelings which exist as regards the upper stratum of the wage earning class and those of a lower level as regards their willingness to obtain relief from the Poor Law?—Yes.

43249. You have described this "deadly hostility" to the acceptance of Poor Law relief; is it based on the love of independence and reluctance to forfeit that independence, or do you think it is caused by the belief that the treatment in the workhouse is uncomfortable?—Decidedly the former.

43250. In your judgment I suppose that stimulates those in that particular class to greater effort to avoid coming upon the Poor Law?—It does. Advantages of deterrence of Poor Law

43251. On the whole you think it is a sound and healthy sentiment?—I think it is, although it works hardships in some cases, but it is a sentiment that I should be very unwilling to destroy.

43252. Coming to Paragraph 6, you there express, I think, disapproval of the association of medical relief with the Poor Law?—Yes, that is my view. Deterrence of medical relief, e.g., as to phthisis.

43253. Do you think that the fact that it is so associated acts as a deterrent to that class of which we were just now speaking, and prevents them coming for relief?—I am afraid it does very seriously. May I illustrate my point?

43254. I wish you would supplement that; we have had evidence rather to the same effect from different witnesses stating that in their judgment the association of medical relief with the Poor Law does act as a deterrent and prevents people from coming for medical relief who need it and otherwise would come?—We have given special attention to the treatment of phthisical patients, and we find that the greatest difficulty is to induce these people to accept the treatment that we are able and willing to give them. In the infirmary itself we have been able to treat with very great advantage persons coming to us in an early stage of consumption, but the unwillingness that I speak of often prevents persons so afflicted from coming in sufficient time to receive the full benefit of the treatment that we would offer in the infirmary and by means of sanatoria, to which we frequently send our patients.

43255. The reluctance of individuals suffering from phthisis to make known their complaint has been suggested to us as largely founded on a fear of losing their employment?—Probably, and yet at the same time may I say that in one or two notable cases that fear of losing employment has not been present, because the man's fellow workmen have sometimes maintained the family while the patient himself has been sent away for the purpose of healing. Difficulties as to notification of phthisis.

43256. To use a vulgar expression, they have sent the hat round?—They have sent the hat round, and they have undertaken the maintenance in some cases for a period of six months, and repeated it for a further period of three months. There is great loyalty amongst the working classes in the case of some of these men who have been banded together in common work for perhaps months or years. Self-help among workmen in cases of destitution caused by phthisis.

43257. You have dealt with some of these cases by the Poor Law?—Yes, we have.

43258. Was the family in receipt of relief?—No, not in these cases, they have been saved from any necessity for coming to us for maintenance and outdoor relief, because of the willing support that is given by the man's fellow workmen.

43259. In any of those cases was the sufferer so far restored to health as to be able to resume work?—I am glad to say, yes; in several cases the men are now following their usual employment where, but for the treatment of the guardians, humanly speaking, their lives would have been lost. Successful treatment of phthisis by guardians.

43260. Have you ever thought out any scheme for dissociating medical relief from the Poor Law. You say you would wish the access to the infirmary not to be through the workhouse. Would you dissociate out-medical relief from the Poor Law?—No, I have not thought out any plan whereby that could be done. It would mean, I am afraid, giving free medical attendance to anybody and everybody who desired it. I am afraid, at the same time, that the provision for the non-disfranchisement of persons in receipt of medical relief, does not always operate as the law intended that it should operate. Presumably every person going into the infirmary for medical treatment ought to be saved from the Disfranchisement following on medical relief.

penalty of disfranchisement, but as a matter of fact, I am afraid in many cases disfranchisement does take place.

43261. Assuming that it was possible to separate medical relief from the Poor Law would you propose to make it free?—Subject to such conditions as to repayment as the guardians might feel disposed to impose from time to time, treating such relief as a loan.

43262. I have no doubt you attach importance to the establishment and increase of medical provident institutions?—Yes, I do.

43263. Therefore, in any scheme or any suggestion such as you adumbrate, it would be necessary to take precautions that it did not undermine and interfere with them?—Quite so.

43264. Speaking broadly, your experience is that medical relief being associated with the Poor Law does act as a deterrent on the very class who should have it?—It does, undoubtedly. I think I ought to discriminate between the habits of the London poor and those of Birmingham. Provident medical institutions and dispensaries that are maintained by weekly subscriptions do not find such ready support, and are not so common in Birmingham, in the neighbourhood under the Poor Law area that I am connected with, as they do in some parts of London. The friendly societies take their place very much more largely in Birmingham and our neighbourhood than they do in London, for instance.

43265. The friendly societies provide the means by which medical relief can be provided and paid for?—Yes.

43266. Is there any general hospital in King's Norton?—No, there is none nearer than Birmingham.

43267. You calculate that the standard of indoor pauper maintenance comes within a fraction of 5s. a week?—Does that include administrative charges?—No.

43268. It is simply the actual disbursements in food, etc.?—I have before me an analysis of the expenditure for the year ended Michaelmas, 1905; that prepared for the year ended Michaelmas, 1906, has not yet been published, but I find that in the King's Norton Union we spent on food and clothing 3s. 10½d. in the £, or in the workhouse, 4s. 10½d. per week, while the amount given in outdoor relief runs from 2s. to perhaps 3s. 6d. per head. In many of these cases that is all the resources that are available to the recipient; perhaps lodging is found, and in some cases attendance, but seeing that 4s. 10½d. represents the cost of indoor maintenance according to the pauper standard, whereby necessities are provided at the lowest possible cost and there is practically no waste, I fail to see how people can be expected to maintain themselves on a smaller sum than 5s., unless there is a clear view as to where supplementary aid is to come from. (*For Analysis see Appendix No. XIV. (A).*)

43269. Has your board any fixed scale of relief?—I think I am right in saying that for persons over the age of sixty-five we give up to 3s. 6d. a week. About three years ago 3s. was the figure, but at that time a few of us went to Bradford to see the working of the system of the Poor Law there under the chairmanship of Mr. Bentham, and we so far copied the procedure of Bradford as to contemplate and provide for an enlarged scale of out-relief. I am sorry to say that that scale has not been acted upon to any considerable extent. I do not think more than thirty or forty, or perhaps not that, are in receipt of 4s. a week at the present time.

43270. Did the fact that you raised the scale increase the number of applicants?—No, it did not. In fact I think I may say that the practice of our board with regard to out-relief is so very stringent that the tendency is to diminish the number of cases where out-relief is given, and to increase the amount that is given to individual cases, but at the same time that process does not grow I think sufficiently fast as it ought, having regard to the principles laid down in Mr. Chaplin's Circular of August, 1900.

43271. Why do you think it does not grow fast enough. Do you think it is the great time that making the thorough investigation necessitates?—I think we are in some measure hide-bound by usage and tradition, we have not emancipated ourselves quite fully yet from the old ways, though we are undoubtedly a progressive board.

43272. What you advocate is thorough investigation and adequate relief?—There cannot be too much investigation. The practice of investigating by means of a cross visitor, which Mr. Bentham knows so well about, we have found answer admirably in our own case.

43273. You would reject the assumption that has sometimes been put forward by witnesses, that where the standard of out-relief is low it is low because it is assumed that there are hidden resources which the applicant has not revealed?—I do not endorse that view.

43274. Your theory is the reverse, and what you advocate is the reverse; you would say, thorough investigation, and then give, if necessary, adequate relief?—I would.

43275. You give a rather interesting statement here as regards drink; from that I suppose we may assume that, in your experience as a guardian, there is nobody in receipt of out-relief who is a recognised abstainer from all alcoholic drink?—I did not mean that, what I meant to say was, that at the time of application for either indoor or outdoor relief, I have never met an applicant who, for any considerable period previous to the application had been an abstainer. The fact of coming to the guardians may have led to the necessity of abstaining, because of the inability to provide.

43276. I understand that you have no case of an applicant for poor relief who has been an abstainer for a considerable period?—Yes.

43277. Your statement is not quite clear in Paragraph 13, where you are speaking of the birth-rate. You say "the birth-rate of the union is stationary with a growing population, i.e., the birth-rate is declining." I suppose you would say the percentage?—Practically it is a stationary birth-rate. The figures are based on the Vaccination Returns for recent periods, and we find that for perhaps five or six years the number of actual births in the district has remained practically the same. Seeing that the population is increasing at the rate of something like from 3 to 4 per cent. per annum, if the birth-rate remains without increase it is clear that it is diminishing.

43278. You make suggestions with regard to classification; you would classify as regards character, habits and physical condition. Would you classify on the granting of relief by taking into consideration the antecedents as far as you know, or would you wait until the recipient got into the workhouse?—I think I should wait till I had experience.

43279. You do not classify your relief as you give it. In certain unions, Sheffield for instance, they classify A., B. and C.?—We have no means of doing that. The only means of classification that we have within the house is by means of what is called the merit ward, and the person has to establish his or her right to be treated as an inmate of the merit ward by experience after admission.

43280. Have any objections come to your notice from respectable people, obliged to go into the house, of their being forced to associate with the common herd, if I may so say, of the paupers?—No, I cannot say that I have anything definite on that point. Generally speaking our treatment of such would be that those would be considered to have the first possible claim to out-relief; and with persons whose antecedents were better than those of the ordinary case we should strain our Rules and Standing Orders very considerably in order to provide for those persons outside, without submitting them to the indignity of the workhouse.

43281. Assume that two cases came up, that the first was a notorious bad character, say a woman, and she came up for out-relief and you refused it and offered her the house, the next woman might be quite a respectable woman who from old age and so on had broken down, you would try and dissociate her from contact with the other?—Certainly. In the one case we should certainly refuse out-relief, if the person could not be trusted; we should say it would be folly to give money to be squandered and we should enforce the house in that case without any demur; but in the other case we should certainly do our best to make provision for the applicant to be maintained outside.

43282. You think that there is room for a good deal of development in classification?—I hope there will be a very considerable development before long in this matter.

Mr. R. Waite.
11 Mar. 1907.

Assumption
by guardians
of undis-
closed
resources of
applicants
for relief.

Drink as a
cause of
pauperism.

Movements of
population in
King's
Norton.

Classification
and its ex-
tent in
King's
Norton.

Policy of
King's
Norton
guardians as
to out-relief.

Need of
further
classification;
of paupers.

Mr. R. Waite. I should like to see the system of cottage homes applied to our old people who of necessity come into the workhouse, rather than the ward system.

11 Mar. 1907. Need of reduction in cost of Poor Law buildings. 43283. You also suggest that there should be a reduction in the cost of buildings. How would you set about that? Would you have smaller institutions?—I am puzzled, I must confess. The fact remains that the proportion is as mentioned in my statement, but how it is to be accomplished I do not quite clearly see. If I were to attempt to explain it would perhaps land us in a much longer period than I should like to contemplate.

Influence of Local Government Board upon increased cost of Poor Law buildings. 43284. It seems to be a very serious administrative difficulty that the cost is steadily increasing owing to the standard of the requirements of the age rising?—I must say this, that the King's Norton Union consists of two parts, one modern, the other erected about from thirty to forty years ago. That erected from thirty to forty years ago as a building is structurally sound, it would be deemed good for perhaps twenty or thirty years more, but for administrative purposes it is bad and it is condemned. The term of natural life of that building has not been reached, but the Local Government Board compels the guardians to put up buildings of such a character that, having regard to the progress of ideas with regard to the maintenance and the separation of the poor, they will last a very much longer time than the ideas which are current at the time of their being erected. Have I made myself clear?

Proposal to make workhouse a penal institution and to provide almshouses for deserving paupers. 43285. Perfectly clear. It is a difficulty, because the other alternative would be jerry building, of which, of course, you would not approve?—Certainly not, but I am inclined to think that the workhouse should be made very much more a penal institution than it is at the present time; the people who could not be trusted should be kept there, and the people who could be trusted, even if their circumstances were untoward with regard to lack of friends or supplementary means of maintenance, should be maintained I think in smaller institutions, something perhaps in the fashion of alms houses.

43286. Those buildings could in certain cases be hired?—Yes, I see no reason why they should not.

Need of decreasing deference of Poor Law relief and separating infirmaries from the workhouse. 43287. (*Mr. Booth.*) With regard to Paragraph 4, you speak of the bar of unwillingness to apply to the Poor Law being one you would not wish to break down, but in Paragraph 6 you do suggest that it should be broken down in the case of sickness?—Yes.

43288. Would you include all classes of sickness? Some classes of sickness are so much connected with habits, and in fact connected actually with pauperism; I should like to know whether you would look forward to including all kinds of sickness in those in regard to which you would not wish the feeling of the Poor Law to be maintained?—I should really like the infirmary to be maintained from the rates as now, but that all persons who have not means of nursing, means of being brought back to health, should have the advantage that the infirmary treatment will give, quite apart from Poor Law considerations. I think my view is not far from putting all hospitals on the rates.

43289. But being paid for out of the rates, would you leave it in the control or under the management of the Poor Law Authority?—I think on the whole, yes, because of course Poor Law patients would form a large proportion of those sent in. If it were understood that although a Poor Law institution no penalty of disfranchisement followed, and all persons with but moderate means of subsistence were open to avail themselves of its benefits, I think the repugnance would disappear. I say to people myself when urging them to go into the infirmary, "I would not hesitate to go to the infirmary myself under similar conditions to your own," and I think I would be quite willing for the means of access to the infirmary to be made quite easy to people, because by that means lives could be preserved.

The guardians should remain the authority for medical relief. 43290. You would leave it under the same authority the application for relief, which I gather people would be urged to make, would be made to the same authority?—I do not think that would be an insuperable difficulty because the distinction between the poverty caused by sickness, or destitution or lack of means caused by sickness, is so sharply in contradistinction to the lack of means caused by unthrift and those causes which generally

operate to bring a man to the guardians apart from sickness. The guardians should remain the authority for medical relief.

43291. Suppose they become impoverished from other reasons, or are already perhaps paupers, and then become sick; would the fact that they become sick after they become paupers not make any difference?—I do not think so. That is rather a fine distinction that has not struck me.

43292. In any case you do not contemplate a different authority?—No. May I say that my experience has been so—it is perhaps not a wise thing to say it is perfect, but it has been very considerable—I can see no reason for suggesting a change of authority.

43293. I rather gathered that, because you said you anticipated that the guardians would demand repayment if the circumstances of the person who was relieved justified it?—I think so; we have that power at the present time.

43294. So that it would be a kind of pauperism, though of a kind less likely to be objected to?—I should almost demur to the term pauperism in that case, because the man would make a full payment in return for the benefits he received. Question of cost of medical relief by patients.

43295. But the authority would have to judge whether he was able to make that payment?—Yes.

43296. So that an inquiry of a kind would have to take place?—I do not know whether an inquiry would be necessary, because in many cases we have repayment voluntarily offered. The advantages of the infirmary treatment are so obvious to some people that the more sensible of them will put their repugnance to its being a Poor Law Institution altogether on one side; I have known cases where people come in for the sake of getting the treatment which they cannot get elsewhere, and then a return is offered.

43297. Would you expect them in that case to pay the whole cost of the treatment?—I should leave it very much to them whether they would pay the whole or part. The whole cost is not considerable. I think you will see the cost of the infirmary only runs to something like 6s. 9d. per week; that includes medical attendance, nursing, food, and all the charges of maintenance.

43298. Not the establishment charges?—No. The establishment charges would add to that a further sum of something like 4s., but at all events we generally reckon that a sum of 10s. 6d. a week per head covers all charges incidental to the infirmary.

43299. With regard to Paragraph 7 where you say the out-door relief allowance as a rule is insufficient, how do you define sufficiency. You would take into account other sources of maintenance, I suppose?—Very often all other sources of maintenance are exhausted before the persons come out, and there is nothing but that which can come perhaps from a son or daughter, and I am afraid in many cases the maintenance of the old parent works to the detriment of the children's children. Inadequacy of out-relief.

43300. You would ignore those sources?—Unless those sources were very clear and it was perfectly certain that the drawing upon those resources would have no prejudicial effect upon any rising generation or upon any vital interests that had to be maintained.

43301. If the maintenance on which you based the out-relief was a sort of minimum maintenance, you would give them the advantage of any little benefits they might obtain from other sources?—Yes, as long as it was not too great a margin.

43302. Do you think any one could really live on 5s. who had no other resources at all?—People do. Minimum living income.

43303.—Including rent?—Including rent. King's Norton.

43304. So that you regard a sum of that sort as a minimum maintenance, and would not be too particular as regards small accessions to it?—I do not think I should inquire too closely. I should satisfy myself first of all as to the propriety of the person being found under those circumstances an applicant, but if he was justified I do not think I should have regard to what you may call the minutiae of additional sources of income so long as they were of a small and minor character.

43305. How would you consider the matter of earnings?—My own view is that with regard to out-door relief it wages at its effect

relief in would be as a rule an unwise step to grant it where there was any probability of the person receiving out-door relief making any considerable additions by means of his or her own earnings; where you give out-door relief to a person who is in receipt of wages, or in receipt of income from earnings, it tends to bring down the value of his labour and thereby prejudices other labour.

43306. And where it was trivial you would ignore it?—Where it was simply a means of supplementing to a comparatively slight or insignificant degree I should not regard it.

43307. There are very many cases in which a woman, for instance, would be quite unable to earn her living and yet might earn an occasional shilling here or there from neighbours?—So long as she did not interfere with other wage earners or any market or demand for such services as she was rendering, I do not think I should interfere.

43308. In order to satisfy yourself on that subject there would have to be very close and persistent inquiry, would there not?—It would not be any different from the inquiry that is now made as far as this union is concerned.

43309. With regard to Paragraph 13 and the birth-rate being stationary, do you mean by that that the birth-rate never exceeds the death-rate, or do you mean that from year to year the excess of birth-rate in itself, the excess over the death-rate is not increased?—I did not take the death-rate at all into consideration; it was purely the statistics of the birth-rate standing by itself.

43310. You say that the increase consequently must come from outside, that must be founded upon a comparison of the natural increase between birth-rate and death-rate and the increase as shown by the census, therefore you have here taken it into account, whether you intended to or not?—I am afraid I must plead guilty to not having taken it seriously into account.

43311. If the birth-rate is greatly in excess of the death-rate, although the actual birth-rate may remain stationary, yet there may be consistently with the birth-rate not increasing a very substantial increase of population?—That is so.

43312. Is that the case with regard to King's Norton, or is it not?—I should think it is the case that there is a natural increase by reason of the birth-rate exceeding the death-rate. The death-rate of the King's Norton Union is low, in fact the figures given from time to time are so low that I fail to understand them.

43313. I would be much obliged if you would tell the Commission, because I think it would be of interest to them, what has been the work of the National Committee of Organised Labour for Promoting Old-Age Pensions; how long it has lasted and what result has come from it?—As far as I can remember that Committee has been in existence about ten years; it was called into existence by a very general desire on the part of those associated with labour to replace ordinary Poor Law relief by means of old-age pensions. I think I am right in saying that a series of conferences, six, seven or eight, have been held in different parts of the country, London, Birmingham, Bristol, Glasgow, and I think Leeds, that were fully representative of the organised labour of the country, when practically a unanimous demand was made for a system of old-age pensions on universal non-contributory lines which should remove the necessity for any application being made for Poor Law relief on the part of persons who could be trusted to handle and use the pension that was designed. That organisation has been in existence now for the number of years I have stated. Mr. Herbert Stead, the Warden of the Browning Settlement, and myself have acted as honorary secretaries of the movement, and Mr. Frederick Rogers has been the organising Secretary. I should not like to forecast or to prophesy, but I am very glad to think that we seem to be within possibly measurable distance of some beginning being made on the lines that this Committee has advocated for so many years.

43314. Have the meetings of which you have spoken been held all over the country, and have they been attended by friendly society members, or trade union members or whom?—Speaking more especially of the Birmingham Conference, which I helped to organise, the

friendly society members formed by far the greater number of persons represented at the Conference in question. I think I am right in saying we had a constituency of not far short of 500,000 people, and I believe somewhere about 200,000 of those were members of friendly societies. I am sorry I have not the figures by me to refer to for literal accuracy, but that is the impression I have on my mind. The question of old-age pensions has been pursued by various local committees, and I am in receipt at the present time of a summons to a general meeting of the Birmingham Auxiliary next Saturday afternoon. The Auxiliary represents the opinion of a very considerable district of country surrounding Birmingham, and it is an object that we have pursued without any cessation, and with remarkable diligence on the part of many members, for, as I have said, some years. I regard the possibility of old-age pensions as perhaps one of the greatest means of alleviating the strain of claims on the Poor Law that is within reach.

43315. (Chairman.) You spoke of the principles upon which your society wished old-age pensions to be based. Would you just state what they are?—The principles are that the old-age pensions should be universal as far as their being granted to British subjects within the United Kingdom, that they should be drawn from State funds, and that they should not be contributory as far as previous obligation went.

43316. (Mr. Bentham.) With regard to your outdoor relief arrangements I understand there is no superintendent relieving officer?—That is so.

43317. Who instructs the cross-visitor as to the method of cross-visiting and what cases shall be dealt with?—The clerk's office.

43318. That is really in the hands of the clerk?—Yes.

43319. Is the cross-visitor used at all as a means of checking the information that is got by the relieving officers?—Practically it is an independent inquiry and in that sense it is a check, and we find it a very useful check.

43320. How are those reports of the cross-visitor dealt with?—By the sectional relief committee.

43321. By the same committee that granted the relief?—Yes.

43322. Do the cross-visitor's reports show any discrepancies in the circumstances of cases as reported by the relieving officers?—Yes, we have; in fact the cross-visitor has brought to light circumstances that could not probably be found by a mere male officer, facts relating to the cleanliness and the morality of the home, and to the tact wherewith it is probable the outdoor relief will be used.

43323. Really the position of cross-visitor is one which you think is better filled by a lady than a gentleman?—Decidedly.

43324. It is a question of sex?—Decidedly. There are two sets of circumstances that present themselves most obviously to a man's mind and to a woman's mind. The male officer does not take hold of the set of circumstances that the woman's mind does, and we find that we do not as a rule get a complete report until the situation has been investigated by the male and by the female mind.

43325. Is she used at all for teaching people who are in receipt of outdoor relief how to manage their homes or in any way to live up to rather a higher standard?—It is not any part of our instructions to the officer that she should do it, but that she does we find is pretty plain.

43326. Is there any system of revision at all, apart from that which you have already mentioned, of out relief cases?—There is the call-over; that as a rule takes place once a year, and is very rigorous indeed, very definite.

43327. It is really a sort of yearly stocktaking, is it?—That is so, it is not a mere perfunctory piece of work.

43328. Could you tell us what would be the amount of relief that is given on an average, taking women and children: how much it runs per head?—No, I have not that figure. I would rather refer that question to Mr. Curtis.

43329. In Paragraphs 7 and 8 you rather deplore the fact that the relief given is too small in amount to maintain the people; is not that entirely in the hands of the relief guardians?—Quite.

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National Committee of Organised Labour for promoting Old-age Pensions, and its views as to old-age pensions.

The cross-visitor: her functions and supervision at King's Norton.

Advantages of female cross-visitors.

The cross-visitor: her functions and supervision at King's Norton. Revision cases at King's Norton.

Mr. R. Waite. 43330. Why do not the guardians give more if it is too small? Is there a great difference of opinion on the board?—We are one of three unions within the Birmingham area, Aston, Birmingham, and King's Norton, and we are obliged to move pretty much on the same lines as the other two neighbouring unions do, otherwise it would result in the attraction of a very considerable amount more than our share of pauperism into the King's Norton Union; we cannot move faster than our neighbours.

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43331. Does that lead you to the suggestion that the whole area would be better as one, for the whole of Birmingham, to get uniformity on proper lines?—I hope you will not think me disloyal to my colleagues or to the institution I represent, but I think it would be very much to the public advantage that Birmingham should manage and control the whole of its poor.

Proposal to make municipal and Poor Law areas co-terminous.

43332. (*Mr. Booth.*) By Birmingham, you mean the whole district?—Yes, what I mean is that every municipality should be self-contained and self-administrative as far as its own local concerns go.

The question of transferring the Poor Law to sanitary authorities.

43333. (*Mr. Bentham.*) Would you confine it just to the county borough area, there is a growing population on the outskirts?—I do not know that I would, it would depend very much upon whether the area was sufficiently large to include the whole nucleus of the population.

43334. So many really depend for their livelihood upon Birmingham industries?—Very much.

43335. (*Chairman.*) The municipality you said should be responsible for its poor; do you propose to hand the Poor Law functions over to the town council?—How-ever desirable it might be as a counsel of perfection, I am afraid that town councils and county councils too are overloaded at the present time.

The tramp difficulty in King's Norton.

43336. (*Mr. Bentham.*) Whatever the body might be that would administer it, the one area would be desirable?—Yes. May I supplement my remarks by a reference to vagrancy. The tramp question, of course, is being dealt with by the Vagrancy Commission, but it afflicts us rather badly and it is by reason of three tramp wards being within two or three miles of each other that we get this affliction, Aston, Birmingham, and King's Norton. There is no reason why three sets of tramp wards should be so closely associated as these three, but each union, I believe, is bound to provide its own tramp accommodation, and the result is that when tramps get into the Birmingham area they find themselves in a very soft place.

Scale of relief in King's Norton and neighbouring unions.

43337. Do you think that in King's Norton the scale of relief is quite as high as in Birmingham and Aston?—I think so, quite. Might I supplement that by saying it is considerably higher than any of the unions which border on Birmingham.

43338. What is the most they would give, on an average, in your own union for a widow with children? How would they arrive at the amount to be given, provided there was no income whatever known to the guardians?—Generally speaking, the rule is that after the first six months of widowhood the applicant would have to maintain herself and one child; that is very often departed from. The usual 1s. and a loaf per child is undoubtedly not sufficient, and I think we have power under our standing orders to go as far now as 1s. 6d. per child and a loaf, but I am afraid that falls very far short of the object lesson that was given us at Bradford some three or four years ago.

43339. You cannot rise to the higher scale?—We cannot rise to that.

Provision for relief of children in King's Norton.

43340. With regard to the children inside, all your permanent children I take it are sent to Selly Oak?—Shendley Fields.

43341. Where are they first admitted?—The children are admitted to the workhouse, and generally speaking we have a number in the workhouse averaging from fifteen to twenty before they are drafted. We want to establish the fact, first of all, that these children are likely to be permanently chargeable. When I say permanently, I mean for a more or less considerable period. We do not want to send children to the cottage homes until we are sure that, for some period at least, they will fall under our care and supervision.

43342. Why?—I should like my friend, Canon Astbury to answer that question more closely than I can. The fact that children are sent for a short time, a few days, or for two or three weeks to the cottage homes, seems to have a disturbing influence on the discipline and the well-being of the homes. I must say I do not like the continued residence of children within the workhouse, it is to be deprecated very strongly, and I wish sometimes that the Children's Homes Committee could see their way to take the children more readily from the workhouse than they do, but for reasons which they have well considered, they have adopted this as part of their policy, and I would like you to ask this question of Canon Astbury when he is before you.

43343. The object in view in having separate homes for children is partly defeated by that arrangement, is it not?—To a small extent; I might say that we are introducing as an alternative and as a means of relief to the cottage homes, the boarding-out system, but that has not yet reached any serious dimension.

43344. That will not affect this point, will it?—No, it will not.

43345. (*Mr. Gardiner.*) Is that within or without the union?—Without the union.

43346. (*Mr. Bentham.*) The question of providing a receiving home apart from the workhouse has not been considered by the board, has it?—It has been mooted, and I believe is within reasonable distance of accomplishment. What the Birmingham people call the ins-and-outs home.

43347. Has Birmingham a home of that description?—Yes, they have, and I hope before many months are over that we shall have a similar home. The worst of it is that when children are maintained in the workhouse we have no provision for their being taught. I am perfectly sure that the Children's Homes Committee, as well as the guardians as a whole, are very anxious to make the residence of the children in the workhouse of the shortest possible duration.

43348. Are they under the care of inmates, or have you special officers to look after them?—We have special officers.

43349. Do the children attend the public elementary schools from the workhouse?—No; generally speaking there has been a reason for that; the children have been perhaps deficient in some shape or form, physically or mentally, or they have been not in a good state of health; there has been some strong operative reason which has led to their detention in the workhouse. An inquiry has been lately made as to the possible accommodation of these children in the public elementary schools of the district. I might say that the district of Selly Oak, up to within two years ago, has had a shortage of 2,000 school places; 2,000 children were running about the streets for whom there was no educational provision at all; it is only within the last two years that that shortage has been made good. Now that there is sufficient accommodation for the children there is no reason whatever why these children should not be provided for within the public elementary schools.

43350. We heard on our visit that they were attending the public elementary schools from the workhouse?—I am afraid that is only a very recent arrangement. I was not present at the last meeting of the house committee because I had to attend the funeral of a relative, but the information was probably given at that meeting for the first time.

43351. In Paragraph 18 (c), you give a sort of analogy between the cost of lunatics in asylums and the cost of Poor Law housing independent people. Does that analogy hold good quite, because this cost will include administrative buildings and accommodation for attendants, which adds considerably to the cost of building asylums and other institutions, which would not obtain at all in private houses?—Subject to that consideration it is just a rough and ready comparison, it is not expected to be anything more than what it says.

43352. (*Mr. Phelps.*) You have a very mixed population of rich and poor, have you not, in your union?—A very mixed population indeed.

43353. Do you find the charitable people co-operate with you at all?—Yes, we do.

Objection to sending "in-and-out" children to cottage homes.

Special home for "in-and-out" children Birmingham.

Difficulty to education of children in workhouse.

Question workhouse children attending public elementary schools.

Cost of Building

Extent of co-operation between charity and the Poor Law at King's Norton.

43354. In what way?—Through the churches and religious bodies. Some of these people help very materially to take care of their own poor, the poor who are in attendance at or are members of the different congregations, but the worst of it is that so large a proportion of the people are altogether outside the congregations.

43355. Do you at the board of guardians ever refer a case to private charity?—No, we prefer not.

43356. You have no machinery for doing that?—No, we have not.

Question of 43357. Do you think it would be desirable?—I do not think that private charity ought to be called upon to do that which is a State obligation.

43358. You do not think the State has any obligation with regard to the people whom it now supports. I will put it in this way: Is it more than a question of degrees, private charity supports a good many people now who might come on the rates perfectly well?—I am unable to say what the extent is to which private charity does support, I only come in contact with it in perhaps a few exceptional cases, so that I would prefer not to make any answer at hazard.

43359. (Mr. Gardiner.) Have you had any experience of the administration of infectious hospitals with regard to the working classes?—None whatever, other than the small infectious wards that are attached to the infirmary at Selly Oak.

43360. You have never had anything to do with the municipal hospitals?—No, we are in an urban district, we take part of the Birmingham civic area, Edgbaston, Harbourne and Balsall Heath, as part of our area.

43361. Have you any views as to the detention of any particular class of case?—Yes.

43362. Would you like to see the feeble-minded detained?—Certainly.

43363. Would you like to see the syphilitic cases detained?—Yes, I think that would be wise.

43364. Both men and women?—Yes.

43365. Do you think public opinion would support you?—I think in many cases it would support us. We have some cases where moral continence seems impossible, where, as soon as a woman is outside the restraint of the workhouse or infirmary, she falls into mischief again.

43366. And you think you could get public opinion to support you?—To a moderate extent.

43367. Having regard to what happened twenty years ago over the C. D. Acts?—I do not know that I should like to express a very definite opinion. It takes a long course of years to arrive at anything like a conclusion that should be reliable, and my experience is not long enough to enable me to reach that point, but I do think that detention would be undoubtedly useful in a variety of cases.

43368. And you think you could get public opinion to support that?—I think so.

43369. In Paragraph 18 (e) you complain of the conditions under which children may be boarded-out, and recommend that more should be paid for them; could you give us some more details as to what you mean with regard to that?—Having regard to the cost which may be paid for a boarded-out child as compared with the cost within an institution, I think the two amounts should be made more nearly approximate.

43370. I think here your cost in cottage homes is 3s. 6½d?—That is maintenance only.

43371. You are now allowed to pay 5s., are you not, under the new Order?—Yes.

43372. That gives you a margin of 1s. 5½d. for clothes?—That is not sufficient.

43373. So it is really cheaper to put them in cottage homes?—It possibly is cheaper. I know I am in conflict with Canon Astbury on this point, but I would very much rather see the boarding-out system more largely used as supplementing our resources.

43374. Have you had experience of boarding-out?—I have made it the subject of special enquiry, I have been to Bewdley, Sutton Coldfield, and other places where

children have been boarded-out, I have enquired into the condition of the children as boarded-out, and enquired into their past history.

43375. Have you ever administered the boarding-out system from the point of view of the country?—No.

43376. Nor from the point of view of the town from whence the children are sent?—No.

43377. (Mr. Chandler.) In Paragraph 12 you speak, in connection with the question of poverty and old age, of the dying out of the apprenticeship system and the increased ratio of unskilled labour. Do you mean by that that the employment of skilled labour in this country could be secured for larger numbers than at present, if we had them, or do you mean that it is better for the skilled workman to provide for old age than the unskilled?—The less skilled labour is, the more casual it becomes. I made an investigation with regard to the tramps passing through our tramp wards, and I found that rather more than half the persons who come into the tramp wards have only muscular force, practically no manual skill or ability to offer to the labour employer.

43378. And these people become more migratory, less able to cope with the varying circumstances of life than a man who has a trade and who has some sort of skilled ability?—Yes.

43379. At the same time, I suppose it is a fact that there is a large percentage of skilled labour out of employment in almost every industry, with few exceptions probably?—I do not think the proportion of skilled persons out of employment is to be compared with the number of unskilled persons, it is a very small margin indeed. I study the Board of Trade Labour Gazette from time to time, and follow the charts of unemployment, and I find that the reports there confirm my view.

43380. Quite so. In Paragraph 18, where you deal with suggested reforms, Section (d), you say that the orders of admission to the House are too easily obtained. Do you mean that destitute persons should be relieved outside, instead of offering them the House whenever it can be satisfactorily done?—No, I do not. We have a meeting at our workhouse every fortnight for the purpose of passing under review all the admissions to the House during the fortnight; a great part of our effort is directed to getting these people out of the House after once getting them in. At Bradford, when I was present at some of the Relief Committees there, I found that before an order was given, except in very urgent and special cases, an applicant had to appear before the Relief Committee. With us the relieving officers have absolute discretion. They practically bring no case before the Relief Committee, but they deal with all urgent applications on their own responsibility. My view is, and it is confirmed by experience, that in a very large number of cases there is no reason why particular persons should not be admitted to the workhouse in a week's time, after the opportunity has been afforded for an appearance before the Relief Committee. Our clerk tells us that Bradford works under a different Order to King's Norton. The result is that Bradford can sift its cases very much more perfectly than we can. We get the persons in because the relieving officers say they dare not refuse orders when persons allege destitution; then we get them in, and these people find that things are perhaps more comfortable inside than out, and we find the greatest possible difficulty in getting rid of them when once they are in. I would much rather those people were not admitted than we should have to rout them out or eject them when once they are in.

43381. (Sir Samuel Provis.) With regard to boarding-out, are you clear that now the 5s. can be paid that the sum is not sufficient?—Perhaps it is, but at the same time I do not think any person ought to be expected to take a boarded-out child without some margin of profit. I doubt if Canon Astbury would agree with me there, but it is not quite reasonable to expect that people should take boarded-out children from pure philanthropy.

43382. Taking the actual sum to be paid, the 5s. does not include clothing, it does not include medical attendance, it does not include any special payment that is necessary on account of illness, so is not 5s. a reasonable sum?—Not quite. I am inclined to think that the establishment charges of our children's home (Canon Astbury will correct me) run to about 9s. 2d. or 9s. 3d. per

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Comparative
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Proposed
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child, taking all charges incidental to the child. 5s. plus clothing, plus medical attendance, does not run to 9s. 2d.

43383. Is there any reason why it should? You do not want the administrative arrangements supposing the child is boarded-out, therefore you need not include the cost of them?—No, but I think that possibly 6s. would be very much nearer the actual cost of maintenance than 4s. or 5s.

43384. Supposing the cost of maintenance in an institution here is say 6s., that is not a reason, necessarily, for paying it for boarding-out without an institution and its necessary expense?—No, I do not think that it does follow. I am rather anxious on this ground, that our cottage homes were built rather remote from any centre of population and the children do not, in my judgment, have sufficient contact with the world. When they are placed in a situation they come into contact with the world very largely for the first time; they have not had a proper training, which boarding-out would give. I speak with bated breath on this matter, because Canon Astbury has such more perfect knowledge than I.

43385. In Paragraph 18 (d) you say that some Boards of Guardians work under very adverse conditions in comparison with others. What had you in your mind about the adverse conditions?—My particular point was as to the illustration I gave with regard to admissions to the workhouse in Selly Oak as compared with admissions in the case of Bradford. In Bradford the investigation as to the need or non-need of admission is completed before an order is given or refused; with us the order is given first and the investigation takes place after.

43386. Is there any reason why you should not adopt the Bradford system?—I believe so, because I am told (this is not within my own knowledge) that we are working under different Orders. Bradford has a special Order which enables it to do this.

43387. There is no special order, Bradford works under the Out-door Relief Regulation Order, and King's Norton under the Prohibitory Order, but taking your case under the Prohibitory Order, supposing the case was one of sudden and urgent necessity, the case need not be admitted immediately into the workhouse?—I do not desire to prevent the admission of sudden and urgent cases, it is only the cases that are not urgent; I would like the relieving officer instructed to make some inquiry where there is the slightest element of doubt as to the urgency or non-urgency of the case. It is a very dangerous thing indeed to bring a man into close contact with the Poor-Law.

43388. What would you do with the case in the meantime, are you going to give any relief?—Yes, I would give relief in kind.

43389. Supposing that the case is urgent, that can be done now?—But our relieving officers do not do it.

43390. That is not the fault of the conditions under which the guardians work, it is merely the action of the officers, is it not?—It is an arrangement I have been altogether unable to disturb and, for reasons which I respect, the clerk supports the action of the officers. In fact, I have taken the view so strongly that I have absented myself from those Revision Committee Meetings, because I feel it is to a large extent a waste of effort and a waste of time, and because the investigation ought to take place before the people reach the House.

43391. You were speaking about the area of Birmingham in connection with Poor-Law administration. Do the three boards of guardians combine for any purposes at all?—Yes, for provision for feeble-minded and epileptic cases, cases that cannot be certified for an asylum, but which it is desirable should be dealt with other than in the workhouse.

43392. They might do that for vagrancy too, might they not?—Yes, I have been a member of a committee that was appointed some time ago for the purpose of carrying out a joint scheme of that kind, but because of the departmental inquiry as to the Vagrancy Act, our work has been held over until the results of that are more apparent.

43393. (Chairman.) You made one statement I should like to follow up a little. You said that in your judgment the more unskilled labour was, the more casual it was. Should you say that is an evil which is on the

increase?—I am afraid it is. I have had some knowledge of some of the big works, Tangye's for instance; it is the division of labour carried to its extreme in the case of these large works. A man in an engineering shop will perhaps be making nuts and bolts or plumber-blocks or something like that, he will be making those from year's end to year's end, perhaps for ten or twelve or fifteen years, so that the man simply becomes a part of a machine, and once thrown out of that particular groove, he is no use for anything else. A man cannot be apprenticed for work of that kind. But leaving those trades altogether alone there has been a practical abandonment of the apprenticeship system. The Post Office, I am afraid, is to some extent responsible for that in taking into its employment young boys, and then discharging them, say at the age of seventeen or eighteen; the whole tendency of city life at the present time is for children to be put to the best productive work at the moment without regard to ulterior advantage; a lad can earn in some of these factories perhaps 6s. or 7s. a week as soon as he leaves school, and he probably has no opportunity of doing anything better, or much better, by the time he is eighteen or nineteen; there is no trade, there is nothing but the man's physical force; he can work as a carrier or a labourer, and that represents the whole of the man's skill.

43394. To take your two cases: first the boy; the boy gets work at a few shillings a week. I assume that in a considerable number of cases that work ceases when he becomes a full-grown adult in the class of work you were mentioning?—Yes.

43395. Then there is the other case, the case of the man who works at some special job and works on till he becomes, as you may say, almost part of the machine. Would you call that man a skilled workman or not?—I think he is; of course, it is under very serious limitations, but still, the man has a knowledge of tools.

43396. He would hardly come under the head of unskilled labour?—He would not. When a man has a knowledge of tools he can very much more readily adapt his knowledge to other circumstances and varying conditions.

43397. Of course the longer a man is engaged in this special work the more apt he is for that particular work and less capable of leaving it to go to something else?—That is so.

43398. (Mr. Lansbury.) I understand that the Selly Social Oak district you say is a very poor district. You say in paragraph 3 it is rapidly becoming a slum area?—I am afraid that is so.

43399. Is that to do with the people themselves, or is it the result of the conditions of labour and living generally there?—It is a compound, I think. It is within a quarter of a mile of the boundary of Birmingham and a large number of people come to sleep there and go into Birmingham for their daily occupation. It is also a refuge for people who desire to find a way out of Birmingham for various reasons. It is also a refuge for a great many unskilled people, people outside the range of trade societies. The people consist largely of unorganised labour; in some of the works the wages for unskilled labour run very low; it is not the fault of any one employer or body of employers, but it is owing to the fact that there is a large amount of unskilled labour which can be had at almost any price. Thirty years ago I suppose Selly Oak consisted of something like 300 people to-day it contains possibly 25,000. The houses have been built crowded together during that time, and we have slum areas within it at the present time, including houses built within the last twenty years, and I am afraid that the conditions of life are such as to bring a very considerable accession to the slum area.

43400. The wages are low, because there are so many people who want work?—As a rule wages are low.

43401. Because so many people are needing work, and will be glad to get it for whatever price people will pay them?—Employers who want cheap labour will be pretty sure to find all they want at Selly Oak.

43402. And rich people do not live there, I suppose?—A few, but the tendency is to go outside.

43403. Are there any people there who found charities or set up organisations for establishing any kind of civic

Increase of boy-labour and its causes and results.

Increased sub-division of labour and its results.

Increased conditions in Selly Oak.

Combination of unions for special purposes in Birmingham.

Increase of unskilled labour and decrease of apprenticeship.

Lack of civic interest in Selly Oak.

lack of civic interest in things? I notice you say there is a lack of civic life there. Do they try to rouse that interest?—They do not take much interest in civic affairs.

43404. Therefore it is left simply to these people, who have got an eternal struggle to exist?—I think I ought to make an exception in the case of Mr. Edward Cadbury he takes a very strong interest in local affairs.

43405. Is this the district where he lives?—Bournville is just on the border line between two parishes, the parish of Northfield, in which Selly Oak is, and King's Norton. Bournville lies in both those parishes, and just that part of Selly Oak which is included in the Bournville area and the part adjacent to it consists of better dwellings than the other part of Selly Oak.

43406. Anyhow, there is really no interest taken in the place by the people who are living there who are above the people you speak of?—That is very largely the case.

effect of outdoor relief in aid of wages. 43407. Then you say the granting of outdoor relief to partly incapacitated workmen tends to the reduction of wages. Do you suggest if all outdoor relief were abolished low wages would be abolished in that district?—No.

difficulty of apprenticing Poor Law children. 43408. Then as to the question of apprenticeship, have you ever tried to apprentice any number of boys or girls. Have you had anything to do with apprenticing Poor Law boys and girls?—Yes, we find the best means of placing our boys is in the merchant service.

43409. That is for seafaring?—Yes, or in the fishing service, and a very few go to trades like shoemaking or tailoring.

43410. That is just what I wanted to get at. What I want to know is whether you have tried to apprentice boys to trades here at home like engineering, carpentering, shoemaking or any of the trades that formerly you used to apprentice boys and girls to?—I am afraid there is a prejudice on the part of the better trades against Poor Law children.

43411. Do you think that is the reason you are not able to apprentice them?—I am afraid that has an influence.

43412. Even if you were going to pay a premium?—Mr. R. Waite. I have never known a premium paid.

43413. An employer will hardly take any apprentice to a decent trade without a premium, will he?—I do not think that is quite a correct assumption. 11 Mar. 1907.

43414. Will you tell me the trades that they take ordinary boys to without a premium?—I do not know that I can mention a particular trade, but as far as my knowledge goes of the later years during which apprenticeship was more in vogue than it is now, premiums were not necessary. Difficulty of apprenticing Poor Law children.

43415. Are you aware that in London some boards of guardians have extreme difficulty in apprenticing boys even with a premium?—No, I did not know that.

43416. That is because there are not outlets; there is nowhere to get them, nobody wants apprentices?—I suppose that is the ruling cause.

43417. The inference from your remarks this morning, and from your statement, is that it is something to do with the people, that they do not want apprentices. I suggest to you that the reason is the other way round, that there is no opening for apprentices, not no opening, but no large opening such as would absorb this number of unskilled people?—I do not know that my intention was to put the shoe on either foot, I was simply noticing the fact that the apprenticeship system had died out, and that that was one of the contributing causes to the large amount of unskilled labour at present upon the labour market. I formed no opinion as to the cause which led to the dying out of the apprenticeship system. Decrease of apprenticeship as a cause of unemployment.

43418. In the very statement you made just now, I think it was in answer to the Chairman, about a man working at a machine making plumper-blocks, is it not the fact that skilled labour, or what was formerly called skilled labour and required apprenticeship to do, is now done to a very large extent by machines?—That is so, undoubtedly. Apprenticeship no remedy for unemployment.

43419. And therefore, as a remedy for all this casual labour apprenticing boys does not seem to be one of the remedies?—I am afraid you are quite correct, because the possible area of apprenticeship is limited; much more limited now than formerly.

The Rev. Canon GEORGE ASTBURY, called; and Examined.

43420. (Chairman.) You are a guardian of the King's Norton Union and have been Chairman of that Board?—That is so.

43421. You have been good enough to prepare a statement, which we will treat as your evidence-in-chief if you will hand it in, and we will supplement that by a few questions?—Certainly.

(The Witness handed in the following Statement.)

1. The area of the King's Norton union embraces town, urban, and country districts, and therefore the social and industrial conditions are very varied and cause the guardians a considerable amount of very interesting work:—

(a) Edgbaston, Moseley and King's Heath are residential, many of the leading families engaged in business in the city of Birmingham living in these parishes.

(b) Smethwick has large manufactories and the great mass of inhabitants are engaged in them.

(c) Balsall Heath has a working class population engaged in the City of Birmingham.

(d) King's Norton, Northfield and Beoley are mainly residential and agricultural districts.

(e) Stirchley, Bournville and Selley Oak have large and important manufactories.

At Bournville Messrs. Cadbury's extensive cocoa and chocolate manufactory is situated at which a large number of hands are employed. Messrs. Cadbury's model village is very interesting and a step worthy of the consideration of other large manufacturers who are interested in the social and well-being of their employees. Many institutions are encouraged by the firm and special privileges are provided for the residents.

Bournville, the model village, has not existed sufficiently long to enable definite results to be established. So far, however, as experience has gone, everything tends for

the betterment of the people. The system is being carefully watched and may probably be copied with advantage in new rising urban districts.

2. *Indoor and Outdoor Relief* is a large question. I am of the opinion that outdoor relief should receive the strictest investigation but it is useless under the present conditions of the law for one union to exercise the full powers given to the guardians, whilst neighbouring unions are lax and even profuse in the opposite direction. No doubt too much outdoor relief increases the number of paupers and lowers the self-respect and moral tone of the recipients. The idea that it is cheaper to give a little temporary outdoor relief than to give an order for the house frequently influences a certain class of guardians—but in the long run it proves more expensive on account of the increased number of applicants—I am inclined to favour a policy of limiting out-relief to respectable widows with children and to deserving aged people where free lodgings are provided for them, by children or near relatives. In cases of sickness I strongly urge the infirmary of the workhouse, because if it is only of a temporary character the nursing and food and warmth of the infirmary are far better than can be obtained in their own homes; if, on the other hand, it is of a permanent character, the patient will suffer far less under proper treatment with regular medical attendance in the infirmary than can possibly be obtained elsewhere. 11 Mar. 1907.

3. By far the larger number of persons applying for relief are aged people and widows with families of young persons children; of course there are always a number of elders and worthless men and women who seek relief under stress of bad weather and lack of employment. These applicants are largely of the labouring class who at the best of times only earn small wages. Respective merits of in and out-relief.

4. *Main Causes of Pauperism*.—Want of forethought and thrift accompanied by reckless living in time of pauperism. Causes of

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Canon G.
Asbury.

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Class of
persons
becoming
guardians.

Relief
committees,
etc., at
King's
Norton.

Proposed
power of
detention of
certain
classes.

Tramp
colonies.

Advantages
of cottage
homes for
children and
difficulties as
to in-and-out
children.

Difficulties as
to boarding-
out of
children.

Objections to
scattered
homes.

Combination
of Birming-
ham, Aston,
and King's
Norton
Unions for
dealing with
epileptics
and feeble-
minded.

plenty, and not a few are made paupers by habits of intemperance and drunkenness, bad and insanitary dwellings.

5. The members of the King's Norton guardians are very representative, consisting of manufacturers, retired tradesmen, tradesmen, clerks, foremen, and three excellent lady guardians, a Roman priest, and a clergyman. All applications are considered by men who have actual knowledge of the conditions under which the poor labour, and are able to give advice and recommendations, which frequently lead to employment being obtained. I consider the King's Norton union is highly favoured in this respect.

6. The relief of the union is administered in the first instance by the General Relief Committee, which is subdivided into three sectional relief committees; these sit and receive applications at three centres in the union, and report to the General Committee, which meets at the workhouse and reports direct to the board meeting. Any members may ask for information respecting any of the cases. This system works admirably, and prevents much loss of time and long walks to the applicant. The applicant has the right to appeal to the board.

7. *The Reforms in the Law or Practice :—*

(a) The power of detention under special circumstances should be given to guardians :—(1) Aged people, say, over seventy-five years of age who take their discharge without either immediate or future prospect of maintenance. If these aged people are worthy of trust and confidence they might be allowed to visit their friends for the day or even longer without taking their discharge. (2) Feeble-minded persons.

(b) Well-regulated colonies for tramps might with great advantage be established throughout the country. The habit of dragging women and little children about the country should be a criminal offence.

8. *Cottage Homes.*—The care of children has been my special work for many years and I am fully persuaded after a lengthy experience that no other system so well meets the requirements of all children as the Cottage Homes Village system. The one difficulty that presents itself is that of the class known as *Ins-and-Outs*. These do much harm to the resident children, and unless very great care is taken, they frequently import contagious diseases into the Homes. If a child has been in the Homes for a period of from three to five years such child generally turns out well in after life, but the longer they are under the foster parents' care the better they do.

9. *The Boarding-Out System.*—This system is satisfactory in some cases, but we have experienced great difficulty in securing suitable Homes. Indifferent and bad homes are many and can easily be found. The number of children eligible under the Local Government Board Order for boarding-out is limited, and consequently can only partially meet the requirements of a board.—Scattered Homes within easy access of the workhouse do not commend themselves to my mind. It is most desirable in dealing with children to eliminate all knowledge and contact with the workhouse, so that when they arrive at the age of sixteen years, they may go out into the world to earn their own living without the slightest stigma of the workhouse. Then there is every prospect opened out to them of doing well and becoming useful members of society and this I consider should be the chief aim of guardians in dealing with children.

10. *Feeble-minded Persons.*—There is one most important branch of Poor Law administration not referred to in the foregoing queries, namely the feeble-minded and epileptic.

The parish of Birmingham and the Aston and King's Norton unions have jointly obtained an Order of the Local Government Board to provide a suitable establishment for dealing with these poor afflicted individuals. A magnificent site has been secured within the King's Norton union and building operations are now in progress, and it is hoped the Homes will be ready for occupation in the autumn of this year, 1907.

I consider it is absolutely necessary that power (under proper safeguards) should be given to the joint committee of management, of detaining the inmates who are received into this institution, especially in the case of

young girls. If this power is not granted then all the care, expense, and training may be thrown away by some rascally lewd fellow getting hold of the girl immediately she is outside the gates and destroying in a few minutes what it has taken years of care and anxiety to preserve.

43422. (*Chairman.*) The subject to which you have given very special attention is the training of the children ?—Quite so.

43423. After full experience you prefer the cottage home system to any other ?—Certainly.

43424. You think it combines more advantages than any other system—To my way of thinking, that is so.

43425. The boarding-out system has in your judgment great limitations ?—The number of children that you cannot board out prevents it being regularly adopted. You can only board out orphans and deserted children. The great bulk of children you have remaining in your own hands.

43426. There is a difficulty about finding the proper kind of foster-mother ?—Certainly.

43427. I assume you would say the system should only be adopted under a very close system of supervision ?—Very close indeed.

43428. One of your difficulties with the children is the ins-and-outs ?—Yes.

43429. Have you any suggestion on that particular point to make ?—We have recently adopted what we call a probationary home. The probationary home is where we retain the children for a period of fourteen days practically to ascertain whether there is likely to be infection break out. We find very often that when children have been very badly fed, and so forth, when, they come to receive the regular good food in the probationary home, if there is any latent contagious or infectious disease it shows itself. Therefore, we keep them fourteen days. Before they are removed they are medically inspected and they are then drafted into the homes. We find that is the best thing. It is far better than going to the workhouse. We do not always have the children go to the workhouse; on the recommendation of the relief committee, provided the medical officer will give a certificate as to there being no fear from contagious disease, they come straight to our probationary home without going to the workhouse.

43430. (*Mr. Bentham.*) Where is the probationary home ?—At the cottage homes.

43431. (*Chairman.*) I was rather thinking of the interference with the training and education of the children by the parents constantly taking them away ?—That is a very serious difficulty and I really have tried to find a scheme for the homes by which we could possibly cope with that. Of course with regard to ins-and-outs in our own union we can at once communicate with the local authority and put the school attendance officer to ascertain what they are doing.

43432. Have you ever thought of the guardians having more power in those cases of keeping the children ?—We have recently been trying to meet that difficulty. Where we can possibly detain them we do and keep them in our school, and if we had larger powers to prevent that class of ins-and-outs, it would be a great advantage, both to the children's education, and morally for our institution. Nothing is so hurtful to our homes as to get a bad boy or bad girl in, because when they come into the home they bring in a very bad standard of morality and other things as well.

43433. Have you ever thought what sort of powers the guardians should have for dealing with this class of case, the ins-and-outs—whether the guardians should have power of adoption for a certain period ?—We have tried that in certain circumstances, but the difficulty is that when the parents get away and deposit the children with us, they go into other parts of the country and we lose all touch of them. If we could always make them responsible to report themselves, like a ticket-of-leave man, it would be another thing altogether.

43434. Would it be a serious expense supposing all the children of the ins-and-outs were permanently detained : I am looking at it simply from the financial side ; would, it be a serious increase of cost ?—I think not. At our workhouses the number of children we support would be

Advantages
of cottage
home system
for children

Difficulties
as to boarding-out
system.

Difficulties
as to in-and-
out children
King's
Norton
probationary
home for
children and
its uses.

Proposed
powers to
detain in-
and-out-
children and
cost thereof

under fifty ; a large number of those are under three years of age, therefore they would not come under out Cottage Homes system, it is only those over three that are eligible ; we like to have them at four years of age if we can at our Cottage Homes.

43435. Beyond the objection that it interferes with the responsibility of the parent, there is not much financial or administrative objection to what I suggested ?—I think not.

43436. Have you followed up at all the careers of the children who have been trained. Do you know how they have turned out subsequently ?—We follow them all up to twenty-one years of age as far as we possibly can. The percentage of failures, that is those who come back into our workhouse, for instance, is not more than between 2 and 3 per cent.

43437. Is it as much as that ?—Not more, sometimes it is not that much.

43438. Are a certain proportion of those simple-minded ? —Yes, most of the cases are feeble-minded.

43439. Have you ever been able to follow up the careers of children of widows who are in receipt of out-relief ?—I have followed them up in my own parish, and it is almost impossible for a widow with four or five children to rear up her children in anything like a proper state if she is not supplemented by private help.

43440. Is the result less satisfactory, would you assume, than with the children in these homes ?—Certainly, because they never get above their level ; they are always, in a sense, gutter children and gutter people afterwards. They have no higher ambition than to rub along just as they have done under the roof of their widowed mother.

43441. It has been suggested to us that, in certain cases the difficulty of widows, and particularly of widows in employment, would be got over if there were some system of day schools like the industrial schools where the children would be fed and looked after and taken care of for the greater part of the day and return to their homes in the evening and come again in the morning. Have you ever thought of that ?—Only in the case of young children. At one period we managed a crèche where we took the younger children, that was when I was at Redditch. In a town like Redditch, where a great many of the women are engaged in needle manufacturing, in order that they might return to their labour, never less than two months after confinement, we took charge of the children from two months up to three or four years of age, when they could go to school, but I think the idea was not what we should call beneficial, especially to the labouring-class mothers, because it was removing from the child the parental care which a young child ought to have ; they lose a great deal by it to my mind.

43442. The mother would not be out the whole of the day ?—She would be allowed to come out to the crèche at mid-day, she would bring the child before 9 o'clock, then if she was nursing the child she would come at 12 o'clock, or according to the arrangements made by the special factory.

43443. You do not think the system worked well on the whole ?—Not to my mind. It was all very well after the nursing age was passed, say from twelve months to four years, but for the younger children, the babies, the system was all wrong.

43444. Do you think what I suggest would hold good ? —To a large extent it would ; I have never thought of it before, it seems to me on the face of it a means of facing the difficulty.

43445. You would ensure the children being properly fed ?—Yes, and kept warm, whereas now many of the children get home first ; if the mother is not there the door is locked and the child cannot get in until the mother returns ; that is what we find frequently.

43446. And the children can play truant ?—Yes, they cannot count time, and they get home for their dinner probably just at the time the mother is going out again.

43447. You are strongly of opinion you ought to have more powers of detention as regards feeble-minded girls, and so on ?—I am very strongly of that opinion.

43448. I assume there would be no difficulty in occupying them or employing them ?—We hope not. I am on

the Committee of the Joint Board for providing new homes which are now in course of erection, and we anticipate that the males will be employed on the land, and the females will be employed in keeping the homes clean and in the laundry work.

43449. I assume they are easily managed ?—As far as our experience from visiting different places goes they seem to be easily managed, except just at the special time. We are providing under those circumstances special rooms, both for night and day, when they are specially afflicted. Generally speaking it is only for a few days, a week or a short time longer.

43450. Would you be in favour of the opinion of the previous witness, that it would be advisable to try and amalgamate the whole area of Birmingham for one Poor Law union ?—In our union itself it would be very difficult indeed ; our union is a very long one ; I suppose from one end of Smethwick to the end of Beoley Parish is something like eighteen miles ; it seems to me a very difficult place for that. Birmingham comes in the middle of us, if we took away Harbourne we should be severed, we should have one part of the union with an area in between it and the other part.

43451. Part of your union is rural ?—Yes.

43452. Is there a separate workhouse ?—No, only one workhouse.

43453. Do you think the fact of medical relief being associated with the Poor Law is a deterrent and prevents people applying ?—I have found that practically it does so where a person is just on the border line of destitution and above ; they complain that they object to the idea of being pauperised, if they were to go and get medical relief or go into the infirmary.

43454. Do you think that tends at all to affect the health of the population by people declining to avail themselves of medical assistance when they ought to ?—I think it might possibly to some small extent, but not generally speaking. Those cases really come under our notice ; I am speaking now from the point of view of a clergyman ; those case come very much more under our notice, and we do all we possibly can to help them in times of stress and suffering.

43455. By getting orders, and so forth ?—Yes.

43456. Then it is more as a clergyman you say you get this knowledge than as a guardian ?—Quite so.

43457. (Sir Samuel Provis.) Taking the question of areas, would the part of King's Norton Union outside the city of Birmingham be sufficient to form a separate union ?—We should, practically, I think, have to form two, because there would come in the Parish of Smethwick, which has a population of over 60,000, then you have Bournville and Strichley and all those districts on the other side, with Harbourne coming in between us.

43458. Is it the fact that people who work in Birmingham live in the rural parts, outside the city ?—Quite so, owing to the system lately brought about by the trams they come into our district, doing the return journey for 2½d. or something like that, and they prefer to do it.

43459. Therefore you think that something could be said for the part of King's Norton outside the city contributing to the people who work in the city, that is to say that the area outside the city should be included for Poor Law purposes in that union ?—I am not quite prepared to go so far as that, speaking of the King's Norton Union by itself in all other respects. By taking the area of the city of Birmingham, to include other parishes within the city as well as the parish of Birmingham, and thus reduce the area of the union of King's Norton, we should lose some of our most valuable property ; we should lose the whole of Edgbaston, which is residential pure and simple, we should lose Harbourne, also residential. This arrangement would make it very much more serious for us to maintain our poor than it is at the present time, and would seriously increase the poor rate.

43460. Now take this point, does it seem to you there is some ground for the contention that an area outside the city of Birmingham might properly form part of the Poor Law union seeing that the people who work in Birmingham live outside ?—Quite so. I think that as we have them at the present time, as the union is now constituted, it is better to remain so, because if you take away that part which is in the civic area but not in the

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Question of
making Poor
Law and
municipal
areas coter-
minous at
Birmingham.

Deterrence of
medical
relief.

Question of
making Poor
Law and
municipal
areas coter-
minous at
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Poor Law area, you take away the paying portion and leave us entirely with all the poor class. Therefore, looking at it from our standpoint, speaking for our own union, it would be a very great mistake to alter the boundary of our union and lose those special districts which help us to maintain our district.

43461. You think it would work inequitably from a financial point of view?—It must increase our expenses.

Adoption of
children by
King's
Norton
guardians.

43462. With regard to the children, do the King's Norton guardians exercise the powers of adopting children given under the Act of 1899?—Yes, every deserted child, every orphan, and every child placed under us because the parents are not fit and proper persons to have charge of them.

43463. Have you tried boarding out those children at all?—We are trying it now, we have lately secured a Committee to be established in the neighbourhood of Evesham.

43464. It has not been long enough established?—No, we have only three children out.

43465. So you have no experience of the result of the experiment?—No.

Local
Government
Board
inspection of
cottage
homes and
question of
its adequacy.

43466. (Mr. Phelps.) How long have your cottage homes been built?—About twenty-one or twenty-two years.

43467. By whom are they inspected?—By the Local Government Board inspector.

43468. How frequently have you an inspector on the premises?—I am hardly able to speak of that, probably two or three times a year.

43469. Do you think that is adequate?—We inspect them ourselves; I am perfectly sure of this, that the guardians on the Cottage Homes Committee investigate thoroughly and visit every home within the period of every month.

Question of
grant from
Education
Department
to Poor Law
schools and
inspection of
such schools
by that
department.

43470. Do you think it would be a good thing if you received a grant from the Education Department for your children?—We do, we have our own school.

43471. You receive a grant from the Education Department?—The Board of Education examines them now, but I think our grant still comes from the Local Government Board.

43472. Pecuniarily speaking do you think you would be in a better position if you had the Education grant instead of the Local Government grant?—I have not thought of it or worked it out. We are now examined under the old system, that is each child is presented, they are not presented *en bloc* as they are in the ordinary schools. If the "excellent" grant were given to our schools I think we should be very much in the same position.

43473. Are you inspected by the Education Department?—Yes, the Education Inspector visits our schools.

43474. Has he made reports which have produced much effect upon the school?—He has only had two years at it.

43475. Do you think that if your grant were made you by the Education Department, his inspection would be more thorough and more valuable?—No, he has to inspect each child separately; under it we get the result of each child as to what they failed in and passed in.

43476. He examines each child?—Yes.

43477. Do you think it would be better if the same system were adopted in your school which is adopted in the schools under the Education Department?—And received a bulk grant, do I understand you?

43478. Yes?—Practically that is what we do get, a bulk grant now, but it comes through the Local Government Board instead of the Education Department.

43479. That is given on rather different grounds, is it not?—The grant is given on the result of the examination.

43480. Do you think if the grant came entirely from the Education Department that the inspection from the Education Department would be more thorough and useful?—No, it could not possibly be so.

43481. (Mr. Gardiner.) Do I understand that since the Board of Education took over the inspection of these children in your schools, that you still, so to speak, get a

payment by results. Are you not referring to the old Individual system?—No, an examination took place a fortnight ago and the Three R.'s were marked, where a child failed and where he had been successful, and we got the grant from the Local Government Board the same as we did previously when the examiner came from the Local Government Board. There was no alteration so far as the grants are concerned.

Individual
examination
of children
in Poor Law
schools as
method of
moving
children in
one stand
to another

43482. That is to say, although the individual examination of the children has been abandoned in the ordinary elementary schools it is still maintained in your schools?—Yes.

43483. You are glad of that?—Yes.

43484. You think that is better than the new system?—Yes. We have a stricter understanding of what each child is. We frequently have children sent to our homes who are scheduled as being in the third standard in the council school. When they are examined they are not equal to the position; they have been pushed up *en bloc*; they have never had any examination, and the result is they are only fit for the second standard. His Majesty's examiners now say that all children sent to the homes that have been in the Public Elementary Schools outside must be put in the third standard if they were in the third standard, and the result is most unfair to the children, and the result is not satisfactory. We ought to have a right to do that. I am always going to the schools myself and I go to the cottage homes once a week or once a fortnight, at least once a month, and if there is a backward child I should advise the child to go back; but now the teachers inform me that His Majesty's Inspectors will not allow them to put that child back.

43485. In ordinary schools they have powers of classification. You think it would not be a good thing for the two types of school to be practically under the same code?—I think so. That is the only weak point I see at the present time.

43486. Is not that an important point?—Certainly? until this year we have always done it, and we have not really had time to consider what the result is of His Majesty's inspector's report; we only have his schedule, not his report.

43487. It often happens, taking arithmetic, that the child gets one sum wrong, and for that the child loses a whole year out of its school life?—Sometimes it gets two wrong.

43488. The point is the child suffers very often permanently through a little accident in one sum on this system?—I quite agree.

43489. Do you not think you want to work the two systems?—You want to have confidence in your teacher, he ought to have some authority to raise or hold the child in the position it is. As guardians we should strongly advise such a course, and would make representations to His Majesty's inspector that this child had been either raised or kept in a lower standard.

43490. You say you object to the scattered homes; can you tell us why?—As far as I have been able to judge from visits to places where we went to see scattered homes, we found they were not keeping anything like the moral tone or the general demeanour of the children the same as we have in our cottage homes.

Objection
scattered
homes for
children.

43491. You thought the whole tone was lower?—Yes, and the superintendence was not so good. A foster parent is a parent of a certain standard, and unless you have someone you can call in at any time or every time of the day, like we have at our cottage homes, a superintendent and a matron, there is not the same supervision. I do not see how it could possibly be. Then with regard to the playing of the children; you turn them out of these homes, and in some places there is a feeling: that is one of such-and-such a home, we are not going to have them playing our games, they must play by themselves; they are treated as being of an inferior class of being to the ordinary children of the locality.

43492. In Paragraph 4 you say that bad and insanitary dwellings, in your view, are a cause of pauperism and so on. I gather from what you say elsewhere that these new cottages which have been put up in Selly Oak?—I cannot say much as to Selly Oak; I am at Smethwick.

Effects of
Birmingham
clearance-
schools on
suburbs of
Birmingham

43493. I understand Selly Oak is a suburban district?—Yes.

43494. And not under the influence of the Birmingham bye-laws?—No.

43495. You do not know whether the Birmingham and Selly Oak building bye-laws are similar?—They are not, I think.

43496. Birmingham at the present time is spending large sums in removing insanitary property, and in Selly Oak the people are putting up streets of slum property?—Yes. Many people are migrating from Birmingham to Selly Oak.

43497. What do you think of sending boys to the smacks?—We are sending our boys first of all to the Navy if we can get them there, if their measurements are right. Unfortunately the authorities are always changing them. We never know what they are. We get them up to a certain point and then we find they have enough candidates and have raised the measurements, either the height or the breadth, or something else. With regard to those we send to the fishing, we invariably select strong healthy lads who have not the brain power; they are quite strong and quite *compos mentis*, but they have not the brain power to fight their way with the other boys; they are strong boys who are probably in the third standard, but fourteen or fifteen years of age.

43498. What time of the year do you send them?—About this time of the year, if we can.

43499. Do you keep any record as to the subsequent career of these boys?—Yes. When they have their holidays we always invite these boys to come and spend them at the home.

43500. Could you tell us what have been the careers of these boys sent to the smacks, say for the last ten years?—Just at Christmas time we had a boy who had raised himself to the position of skipper, for which he gets £2 a week with a bonus according to the result of their catch; sometimes he will get £5, £6 or £7; and he had in his bank book, which he produced, a sum of money over £50 in about six years.

43501. That is an exceptional case and very satisfactory?—There are others.

43502. I want the bulk of them?—The bulk of them is this, that so far we have sent probably a dozen, or something like that, and all except one are doing very well.

43503. They do not find the life too rough?—Not at all.

43504. Although they are inland boys and have not had any experience of seafaring life?—No.

43505. I notice in what you tell us about this epileptic colony you are establishing, that the men are to work on the land?—Yes.

43506. Because it is thought to be more satisfactory and helpful as a palliative if not a cure?—We must find some occupation for them.

43507. My point is that the work on the land is essential to the treatment of epileptics?—That is what we are advised.

43508. Is not the same treatment necessary for women; I see they are to work in the laundry and about the house; do not they want to work on the land?—We went to Chalfont St. Peter's and examined what they were doing there and they told us as a rule the women do not require it, there might be an exception now and then; our women are coming practically, or most of them, from towns.

43509. The working on the land is essential for the men?—It is not essential, but beneficial.

43510. That is one reason you take them there?—They are a nuisance to us in the workhouse. They are not bad enough to be certified and sent to an asylum, and we think in the intermediate stage we should be able to find them sufficient labour on the land; there will be a certain amount of other work, in addition to the work on the land, that we shall put them to.

43511. (*Mr. Bentham.*) With regard to the children, you say in Paragraph 9 that scattered homes within easy access of the workhouse do not commend themselves to your mind; it is most desirable in dealing with the children to eliminate all knowledge and contact with the workhouse?—You can eliminate all knowledge or contact with the workhouse only by their never entering the

workhouse. The bulk of our children if they are suitable for our homes have little or no contact with the workhouse. We tried to get permission from the Local Government Board that they should not necessarily, as formerly, pass through the workhouse; we now send them as I said just now to our probationary home.

43512. The ins-and-outs who come more frequently for admission are those who need really most care and most training, belonging mostly to parents who are undesirable parents?—Yes.

43513. Will the distance of your homes from the workhouse induce the guardians to admit these ins-and-outs to the workhouse because of the cost of transit, the difficulty of cleansing them and taking them there, and bringing them back again?—We had a special ward for the children who from our knowledge of the circumstances were probably only going to stay in the workhouse a fortnight, three weeks, or a month; now if they are going to stay long beyond that we bring them up to the cottage homes, and if there is a prospect of their being removed (we are in close communication by telephone) we retain them in the probationary home until we get information before we put them into the other homes.

43514. In many cases you cannot ascertain whether an inmate is going to stop in?—Then they go on in the usual course and are transferred to one of the homes forthwith.

43515. Can you tell us approximately about the number of children who are admitted into the workhouse who are qualified enough to be taken to the homes direct, in the course of the year?—You are referring now to those that are sent by the out-relief committee I suppose?

43516. Yes?—Not very many, twelve or fourteen probably.

43517. In the course of a year?—Yes, they come in batches; sometimes you may have four, or five or six in very quick succession and then we may have a long period and not have any.

43518. We understood on our visit that a good many children came into the workhouse?—Into the cottage homes.

43519. No, were admitted to the workhouse prior to being sent to the cottage homes?—I thought you were asking me the question the other way about, how many came into the cottage homes without going into the workhouse.

43520. No, I meant the other way?—The great majority.

43521. It is the exception to be admitted direct to the cottage homes?—It is the exception that the relief committee will make the recommendation.

43522. Do you consider that desirable?—I do not. We shall get it by and by, but we cannot transform our system from one to another without considerable experience, and we are now learning that experience whether it is advisable or inadvisable to act on the recommendations of the different out-door relief committees.

43523. On our visit we were struck very much by the smallness of the amounts that were given in outdoor relief. Do you hold with the last witness, Mr. Waite, that the reason is that you are approximating nearly to the standard given by the other unions in Birmingham?—To some considerable extent that has been the cause. Some few years ago our limit was 2s. 6d. We have got that varied.

43524. The limit for an aged person?—Yes. Now we have got it varied; it depends a great deal on the circumstances. We can now give more, and in many cases we are giving more.

43525. Have you fixed a limit by resolution now?—Yes it is 3s. or exceptional cases, which must come before the whole of the committee, what we call special cases, may go to 4s.

43526. Do you think that that recommendation hampers the guardians at times in the use of their discretion?—I think not; because if the guardians feel for the case we immediately pass a resolution to the effect that that be considered by the relief committee generally, so that there shall be the same uniformity throughout the whole of the unions of the different sub-committees.

*The Rev.
Canon G.
Astbury.*

11 Mar. 1907.

Difficulties as to in-and-out children and its uses.

King's Norton probationary home for children and its uses.

Admission of children to workhouse en route for cottage homes.

Scale of out-relief at King's Norton.

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*The Rev.
Canon G.
Astbury.*

11 Mar. 1907.

Thriftness as a cause of pauperism.

Difficulty of workmen changing from one occupation to another.

Proportion of pauperism due to thriftlessness.

Scale of relief at King's Norton.

Particulars as to Poor Law boys sent to sea.

Question of relief to widow with children sufficient to obviate her working.

43527. Are there many on the higher scale?—No, because we have not regulated it very long; as Mr. Waite says, it is of recent origin, but it is gradually increasing.

43528. (*Mr. Lansbury.*) You say the main causes of pauperism are want of forethought and thrift accompanied by reckless living in time of plenty. Do you get many people who have earned large sums of money applying for relief?—Yes, I am sure we do.

43529. What do you call a large sum?—A large sum of money.

43530. Per week?—Anything going into a house of £3 and upwards.

43531. Have you many of those cases?—A good many of those where the children, father and mother, all get money.

43532. All get money?—Yes, there are certain classes of children who do.

43533. What I want to get at is how many of those classes of cases have you as paupers?—Afterwards?

43534. Yes?—It is difficult rather to estimate what the number is, because we are not always told and we cannot always ascertain what has been their exact position previously.

43535. Are you speaking here of the aged people who apply for relief?—No, I am speaking of what you would call a male aged person, who, as Mr. Waite said, if they lose their position through intemperance and so forth, cannot get on again anywhere because they are simply fitted for that particular business. In Smethwick I suppose we have some of the largest manufacturing concerns of anywhere; we begin at one end with Messrs. Chance, glass makers, then we have Guest, Keen & Company, the patent nut makers, and Nettlefold's with their screws, and we have the Birmingham carriage works, all these people have an absolutely separate class of men to work for them, and one is no use to the other, and if they lose their berth at one of these large places it is very difficult indeed to get into work again.

43536. We understood from Mr. Waite that that district was a very poor district and the people earned very low wages?—Not Smethwick, I think.

43537. I understood they lived at Selly Oak and worked elsewhere?—As I said just now, our union is a very long one, and Selly Oak is nearly four miles away from Smethwick. We have to pass through Harborne to it.

43538. The people I understand live at one place and work elsewhere?—Yes.

43539. My question is in your opinion what proportion of paupers have earned large wages so that they might have provided for themselves?—I should think not a very large proportion.

43540. If a case happens to need more than 4s. a week what happens to it?—Are you referring to old people or to young people.

43541. Aged people; I understand your limit is 4s. ?—In special cases the Board can recommend more, and if they think that more would meet the case, the whole Committee have power to give more.

43542. Could you put in a record of the boys that you sent to the fishing, a return showing actually when they went and what has happened to them?—Yes.

43543. Can you also do it for those you sent into the Navy?—Yes. (*Subsequently sent, see Appendix No. XV. (A).)*

43544. You believe in cottage homes and keeping the children away from the Poor Law, not letting them know that they have anything to do with the Poor Law?—I do.

43545. That is why you go in for cottage homes?—Yes.

43546. Would not you obtain that effect better by the mother, having a sufficient allowance herself if the home was decent and the woman was decent to keep them at home and preserve the home life and everything?—My experience is that they are not properly kept and fed and looked after when the mother herself has to go out to work.

43547. Have you ever given a mother the chance that

you give the foster mother, of 4s. a week, or 5s. a week for each child?—No, we never have.

43548. I suggest to you that your end would be reached better, you would preserve home life and the natural affections between the child and its mother, and do away with all stigma of pauperism, if you did that?—What are we to do with those orphans and those—

43549. Excuse me, I have carefully guarded my question. I have said that their homes must be decent, and widows and that the mother must be decent. I am asking under those circumstances, with a home open to just the same kind of visiting as other homes, what is the objection to giving adequate maintenance for a child in such a home, and therefore allowing the child to go to ordinary schools and be brought up in the ordinary fashion?—The only difficulty is this, that if we allow those who come before us for relief a sum equivalent to that, we should be doing a very grave injustice to the fathers and mothers who are striving to do their duty with a very much less wage per head than you suggest should be given. What we aim at is that we shall not make our outdoor paupers in a better position than those who are striving to get what they can with their ordinary wages. We have in Smethwick many men getting 18s. to £1 a week who keep a wife and family of a number of children.

43550. I suggest to you that it is only a question of doing it in one place and not in another, the child in the cottage home is getting infinitely better conditions, being brought up under much more wholesome surroundings than the children of the man who is earning 18s. a week that is spoken of here?—That is so, but the parent has the pride of keeping his own castle over his head. He has a certain amount of pride, and he tries to make ends meet; his children are not in any sense of the word famished, or anything like that, but when you talk about the cottage homes, as far as maintenance is concerned, it is nothing like that, it is about 3s. 6d. per head.

43551. You never give a mother 3s. 6d. for a child?—No, we do not, that is above the average that the working man with his wife and children gets. He does not get 3s. 6d. per head.

43552. I am only suggesting to you that you wish to preserve the children, in all cases the child is the important thing?—Quite so.

43553. All these other things are not so important as bringing the child up well and without the stigma of pauperism, I am suggesting to you that that end can be reached much better by giving the mother the responsibility of bringing up her own children with an adequate allowance for doing so?—Yes, you guarded yourself of course by saying that the mother is in every respect a suitable woman and the surroundings of the home are also suitable. In the case of the majority of the children we get in our cottage homes those conditions would not be met.

43554. Not even if you gave an adequate allowance?—No, having regard to the position in which they were in and would have been brought up in.

43555. (*Mr. Bentham.*) I take it you do not compel respectable people of that class to come into the house with their children?—No.

43556. Are they starved in by giving them too small an amount of relief?—There are other sources than out-door relief. Out-door relief is the foundation, and then there are other things. We have in Smethwick what is called an aid society; that aid society provides for a man during sickness or temporary unemployment. We are prepared to do exactly what Mr. Lansbury was asking, we give them as much as 15s. or 16s. a week to go on with.

43557. (*Mr. Booth.*) You say in your statement that no other system so well meets the requirements of all children as the cottage homes village system. That word "village" implies that these groups of cottage homes are at a considerable distance away altogether from the workhouse, does it not?—About three miles.

43558. Therefore the reason for thinking that the best system does not apply to a group of cottage homes that are situate close to a workhouse?—Yes, I think so; at Aston they have homes quite close, but they are quite

Relief to children.

Resources of persons receiving relief.

Need of cottage homes from workhouse.

separate; there is a road between them. There is no inter-communication between them any more than there is with us. The parents, if they want to come and see a child, have the privilege at certain intervals.

43559. If there was only that road between it would hardly eliminate that knowledge of and contact with the workhouse?—No, I think it is not desirable to have them so close; I think your system is better.

43560. The system you advocate is one that would establish these groups of cottage homes some distance from the workhouse?—Yes.

43561. On the other hand with regard to the scattered
 objections to
 scattered
 homes
 joining
 workhouses.

Mr. JAMES RICHARD TURNER, called; and Examined.

43565. (*Chairman.*) You are Chairman of the Birmingham Board of Guardians and have been Chairman of the Infirmary Management Committee and Chairman of the Marston Green Homes Committee?—That is so.

43566. You have been good enough to give us your views in writing, if you will kindly hand your Statement in we will treat that as your evidence-in-chief and supplement it by a few questions?—Certainly.

(*The Witness handed in the following Statement.*)

1. The Birmingham Union is almost entirely urban, and comprises largely a working-class population, the slum districts, and the lodging-houses. The residences of the well-to-do, although in many cases in the city, are generally outside the parish boundary. This explains to some extent the large number of indoor poor, as compared with those receiving out-relief, many of the former having no friends who would care for them if out-relief were given. The policy of the Birmingham Board for years has been to give out-relief in all cases where a respectable home is available, in preference to sending an applicant into the "house."

2. I am strongly of opinion that large aggregations of people in workhouses are a mistake; classification is almost impossible, and the respectable inmates often have to associate with those of a much lower type, as well as with criminals, and other undesirables.

3. The causes of pauperism are principally drink and improvidence, combined with the absence of moral stamina and self-respect in many of the unskilled classes, and to some extent, in the skilled workman also.

4. But the present system of workhouses is most costly, and not conducive to the comfort of the deserving poor, while it fosters malingering and idleness among the undeserving.

5. The attention of our Board has repeatedly been called to the large number of children periodically entering and leaving the workhouse. Such children could not be sent to the Marston Green Homes, as the work of the schools would be hindered by frequent changes. In the hope of putting an end to association with the workhouse for boys and girls, and thus preventing the taint of pauperism attaching to them in after life, the Board has acquired suitable buildings in the city as a home for these "ins-and-outs" children. We have recently opened one home for boys, and another for girls, each having accommodation for about forty children. Ultimately all children (save infants in arms) will be received here instead of at the workhouse, and, after probation, will be suitably dealt with.

6. The three Poor Law authorities in Birmingham and district have jointly obtained powers to provide homes for epileptics and feeble-minded, and are now erecting buildings to accommodate about 200 of such patients on a site near Birmingham, where it is intended to occupy them in industrial work, instead of retaining them in the workhouse or infirmary. No doubt the Commission will have had full particulars of this scheme, but I would especially mention that it is essential to success that further powers of detention be given, so that the young persons especially whom it is intended to receive after they leave the special schools for feeble-minded, may be segregated, and, while leading a life of comparative usefulness, may be prevented from the possibility of perpetuating a race of undesirables.

homes that you object to, you say the premises are not within easy access of the workhouse. That does not seem to cover the case of scattered homes that are within easy access?—I understand that the provisions are sent from the workhouse to some of the scattered homes.

43562. But not necessarily to the whole?—But to a good many.

43563. The scattered homes, I understand, usually have nothing to do with the workhouse?—I think many are supplied from the common stores at the workhouse.

43564. At any rate what you object to are the scattered homes which are near the workhouse to which the provisions are supplied from the workhouse?—Yes.

*The Rev.
 Canon G.
 Astbury.*

11 Mar. 1907.

7. The men and women seeking election as guardians are not in all cases those most suitable for the work. If guardians had similar powers to those possessed by other public bodies, such as complete control of officials, power to arrange dietaries, etc., capable men and women in larger numbers would offer themselves for election. The work, if conscientiously performed, is most arduous, and even engrossing, but there is not the public recognition of it which is accorded some other elected bodies.

*Mr. J. R.
 Turner.*

11 Mar. 1907.

Class of persons becoming guardians

8. With regard to desirable reforms, I am of opinion that, in the interests of efficiency and economy, it is essential that Poor Law matters in a city like Birmingham should be under the control of one Board, instead of three as at present. This would avoid much overlapping, enable classification to be carried out, and other reforms to be adopted, such as central test wards, and tramp receiving war's.

Necessity for making Poor Law and municipal areas coterminous.

9. The present plan of removal and settlement is very antiquated, and needs to be thoroughly revised and to a large extent abolished. It is absurd to keep an expensive army of officials to move people from place to place throughout the Kingdom. If the whole system cannot be abandoned a clearing-house might perhaps be established, or a special grant could be devoted to cover the cost to the various unions.

Need for reform of settlement.

10. I think it should be made possible for relief to be given to the wives and children of men who are temporarily out of employment. Many such people break up the home and enter the workhouse, and, owing to the difficulty of forming a fresh home, they become a permanent burden on the rates. Such relief as suggested would require judicious administration should be for a limited period only, and, in my opinion, should not disfranchise the man whose family receives it. Many of the present inmates of the Birmingham workhouse would not be there to-day if such assistance could have been given.

Need of out-relief to families of able-bodied temporarily out of work.

11. The method of dealing with tramps requires a radical change. Among the large number who frequent the tramp ward, comparatively few are *bona-fide* seeking for work. I would place all tramps who appear a second time in a tramp ward without satisfactory reason, within, say twelve months, in a labour colony for a term, subject to release on licence at the discretion of the authorities, if habits of industry are developed, such licence to be withdrawn if old habits are resumed. The children of these people should be placed in a suitable home, and should be given an opportunity (which most of them have never had of becoming self-respecting members of the community.

12. In conclusion, I may say that generally the present Poor Laws, while suited for the time when they were adopted, are cumbersome and difficult to work now. It therefore seems desirable and necessary that they should be modernised, simplified, and brought more into accordance with the spirit of the age. If this should be the result of the enquiry by the present Royal Commission a permanent benefit to our country will have been attained.

Need of simplification of Poor Laws.

43567. (*Chairman.*) There has been a considerable increase in the amount of indoor relief given in your Union in recent years?—Yes.

43568. You have had some correspondence, have you not, with the Local Government Board as regards the methods of administration of the Birmingham workhouse?—We have.

Lack of classification—a cause of increase of indoor pauperism.

Mr. J. R. Turner.
11 Mar. 1907. 43569. I saw a letter when I was at Birmingham which was rather to the effect that the Local Government Board suggested there should be more classification, and a more rigid test put on the able-bodied?—Yes.

43570. Assuming that their contention was right, would that not account to a certain extent for the increase of the indoor paupers?—Do you mean the absence of the test?

43571. Yes?—I think it does.

43572. You do not like the present system of the workhouse, I understand?—No.

Question of test work for able-bodied. 43573. It is rather a question of administration; you would impose a severer test on the able-bodied?—Last year a system was proposed of a test house for the purpose of dealing with these men. I am sorry to say it was rejected by the board after being proposed, and plans prepared, for buildings for such test work as corn grinding and stone-breaking. We have now test wards, but they are away from the workhouse a long distance, and the test is simply nominal at present. The men remain there frequently for weeks and months.

Need and difficulty of classification in workhouse at Birmingham. 43574. You have a sort of merit recognition inside the workhouse?—We have for women, and for men to some extent.

43575. I assume you agree that that principle could be pushed a good deal more?—Quite so, I think classification is most desirable, but we are so full in the Birmingham workhouse that we cannot possibly classify at present.

Special home for in-and-out children at Birmingham and its results. 43576. You have a separate school for the ins-and-outs?—That is a home which has been founded recently because the children who came into the hands of the guardians were so frequently coming in for a few weeks and out again, we could not send them to the Marston Green Homes because of interfering with the discipline in the Homes, so we have started a Home outside the workhouse in which to receive all boys and girls where they will be kept and housed and either sent to Marston Green eventually, or restored to their friends.

43577. Those Homes have been a success, I understand, but you still have difficulties from the ins-and-outs parents constantly taking their children away?—Yes, I may say we have not yet completed these receiving Homes. We bought a property about eighteen months ago, but have not yet arranged to receive the children there, they are still referred to the workhouse, but we hope in the course of the next three months to have a central building where we shall receive the children; they will not enter the workhouse door at all; but will be received at these Homes and sent to Marston Green if suitable.

43578. You still have the difficulty of the children being taken away?—We have that difficulty.

Need of power to detain in-and-out children, feeble-minded, etc. 43579. If the law had to be altered, would you suggest that guardians should have more powers of detention over these children?—I think it would be desirable to have more power in certain cases; for instances, if a man is in the hospital for a time, if he has no home the children would be there, and when he is restored to health the children could go back to him. Sometimes the man is in prison. We frequently have cases of that kind just for a period. With regard to the children of tramps, I should like to see large powers of detention in such cases.

43580. While we are on the powers of detention, you would also like to have powers of detention I assume with regard to the feeble-minded?—That is most desirable, I think it is most essential.

43581. Particularly with regard to girls?—At the present time we cannot keep them under control. Both boys and girls, and girls especially, can dismiss themselves or taken out by their parents, often with sad results; I think we ought to have powers of detention in all cases of the feeble-minded or epileptic people, both children and adults.

Proposal to amalgamate unions in Birmingham area and advantages thereof. 43582. From an administrative point of view you would like to combine all the unions which have Poor Law jurisdiction in the area of Birmingham?—Yes, I should.

43583. There might be a difficulty about boundaries, do you think it would work economically?—I think it would.

43584. You would be able to classify more easily?—Proposal to amalgamate unions in Birmingham area and advantages thereof. We could classify far better and we should not require such staffs as we have now; we have three distinct staffs working in the same locality, and we also have distinctive wards in the different hospitals for the same purposes.

43585. The division now is purely artificial?—Purely artificial.

43586. Nobody who is not a local expert can tell whether he is in one union or the other?—Even the people who reside there often do not know which parish they are in; one side of the street is in Aston, and the other in Birmingham, and a little further on it may be in King's Norton; it is a purely artificial division.

43587. You make a suggestion that it would be possible to give relief to the wives and children of men temporarily out of employment. You can do that now, either by labour yards or by a limited workhouse test?—My view is that in the case of men out of employment who are too respectable to come to the workhouse, and who suffer much before they come near the guardians. We should like power, if possible, to give some assistance in kind for a limited period to the wives and families, not to the men themselves, to enable them to tide over that time. The test we have to give them of stonebreaking is most undesirable and most unsatisfactory; for instance, a jeweller or a clerk could not do any good in stonebreaking, it would simply ruin his hands and unfit him for his ordinary occupation.

43588. Could you elaborate this suggestion at all, because necessarily, you must attach some precautions to it, otherwise you would have anybody who was out of employment, no matter for what reason, come upon your hands. How would you work an idea of this kind?—I should think that if a man were out of employment and in distress, if he would like his children and wife provided for for a time, say a month or a shorter period, and on enquiry he is found to be a man whose home is worth saving, we might, under proper conditions, give temporary relief. I have not any theory touching the matter which would be practicable, but I think it could be arranged.

43589. Your idea is that you want to prevent the breaking up of the home of a respectable man who is temporarily out of employment?—I find this, that if a home is once broken up in some cases they never get together again, but remain permanently under the charge of the guardians; whereas, if the home can be kept together and some means of living provided for them, it will often tide over a difficulty.

43590. Do you think the machinery of the Poor Law is the proper machinery for dealing with this sort of case?—I am not sure that it is, as at present constituted. We have at present a Distress Committee in Birmingham which is working on the lines of unemployed pay, it might be done in that way.

43591. You want what some of the witnesses call a sort of advance guard to prevent the cases coming to you as paupers?—I would rather prevent the cases than deal with them when they come to us, if possible.

43592. Have you thought this out enough to be able to answer this question. Would you give the relief on loan or make it a gift?—I think on loan primarily. I believe many men would have a satisfaction in repaying at some future time, any sum advanced to them; I do not say all of them, but I think many would.

43593. From your experience, do you think there is any appreciable number of people who, by the process which you have described, drift upon the Poor Law from being out of employment and their homes getting broken up?—I think there is. I think many men in our workhouses, even killed tradesmen, come temporarily and in some cases they remain permanently, because they find it is more comfortable than outside. I know a case in point now of a bricklayer who came in through a shortage of work some twelve months ago; he is at present in the Birmingham workhouse, he came in temporarily, but he has become now a permanent denizen. He was asked when he was going to retire a short time ago, and he said: "Not this year." I think he has got workshy now.

Disadvantages of indoor relief to able-bodied temporarily out of work.

Need of organisations preventive of pauperism.

43594. It means that the workhouse test may be a deterrent, your idea is that the Poor Law should either be altered or something added to it which would be a preventative in its operation?—Yes, I should like a preventative before the people come in touch with the Poor Law, to see if they can be saved from getting so low as applying for relief. I should like a system by which people should be allowed to go to the guardians and say that a certain family in their opinion should have relief, and it would be the duty of the Poor Law guardians to make enquiries and report that case. At the present time they wait until the people come and apply for relief and in many cases those most deserving are the most reluctant to apply

The element of preventive-ness lacking in Poor Law.

43595. Do you think there are many persons who have been connected with the administration of the Poor Law in Birmingham who hold the same views, or have put forward the same ideas, that you have, that the defect of the system is that it is not sufficiently preventative?—I think the most thoughtful men in the Poor Law think that; it may be a minority, but an influential one.

Evils of deterrent relief and of destitution as the qualification herefor.

43596. The Poor Law, as at present administered, is necessarily a deterrent, and its officials do not encourage applications to be made to them unless a person is destitute?—Quite so.

43597. You want to go a step in advance of that?—Yes.

43598. In order to prevent the people coming ultimately to the Poor Law?—I think in many cases if a man were assisted a little earlier it would perhaps be only a temporary requirement instead of a permanent requirement. When once the home is broken up they get into a lower status and perhaps remain there.

43599. And when once in the workhouse, they often remain there?—Yes.

Effect on status of guardians of increasing Poor Law area and of allowing them greater freedom.

43600. (*Mr. Booth.*) With regard to the dignity that is connected with the work of the administration of the Poor Law, which you think is rather insufficiently recognised, if the area was very much larger and you had one Poor Law area for the whole of Birmingham, do you think the enlargement of the area would add to the dignity and recognition?—To some extent, but I think it would come in giving the guardians larger powers than they have at present, and being less fettered by applying to the Local Government Board on trivial matters, as they have to now.

43601. Perhaps if the area were larger those powers might be extended?—Probably so. I have often thought that if they trusted urban guardians in large towns with larger powers, that would also affect the status of guardians; at the present time we are tied in the same way in a large town as they are in country districts.

43602. Do you think that the character of the people who would try to become guardians would rise if there was more dignity?—I think it would certainly, especially if we were not simply deterrent, but had the power of assistance apart from the deterrence. It is principally a preventative system at the present time; if we had larger powers of assistance beforehand than we have now, I think people of a very high calibre would join our ranks.

Difficulty of educating adult paupers

43603. (*Mrs. Webb.*) With regard to these unemployed men, suppose instead of giving them test work, which you say is rather detrimental to them, you were to enable them to have educational advantages which involved their whole time from half-past seven to eight or nine o'clock, a regular system of education as you get in industrial schools, do you not think that might be a way which would enable you to give relief to the wives and children without demoralising the men?—The class of men who want relief by technical education would not be touched at all, they are too old for that now. I think they have lost any wish to help themselves by education.

43604. Do you mean they are all over forty-five or fifty?—No, some are not more than thirty or thirty-five.

43605. Surely you could do something in the way of technical education and physical training?—I do not think the class of men we have apply for relief would be affected by technical education of any kind.

43606. And no hygienic regime or anything of that sort?—I do not think so.

43607. Do the guardians of Birmingham reside in the parish of Birmingham?—Very few, I think perhaps one third. The parish of Birmingham is mostly comprised of manufactories and small houses, and the suburbs are residential, largely for the middle class and well-to-do.

43608. I was told there were no relieving officers living in the parish of Birmingham?—Do you mean guardians or relieving officers.

43609. Relieving officers?—Probably that is correct. You see the Birmingham parish is only one half of the City of Birmingham; it is cut across in a section.

43610. (*Dr. Downes.*) You speak of the costliness of the present system of workhouses; could you give in the cost of your own workhouse?—It cost about 7s. 5d. per head in 1905.

43611. What does that include?—That includes administration, clothes and food, that is, the general cost.

43612. Would that include any loan charges?—No, except interest on loans.

43613. Then it is not the whole cost?—It would include the interest but not the principal.

43614. Not the repayment of the principal?—No.

43615. You think that includes everything?—Everything except the repayment of the principal.

43616. What is the cost of your infirmary?—The cost of the infirmary for last year was 14s. 5d. per head. I see the workhouse was lower for last year, it was 6s. 10d. for 1906.

43617. Do you find the cost of the infirmary going up or down?—It depends to some extent on the numbers. The numbers fluctuate. Perhaps for two or three years the numbers increase and then it gradually falls back to a lower level.

43618. I am speaking of the relative cost per head. Is that becoming more costly as time goes on?—No, it is roughly about the same as time goes on, except possibly a slight increase over a period of years.

43619. You speak of the circumstances which deter capable men and women from offering themselves for election as guardians. You think that such matters as the want of complete control of the officials have an effect. Could you explain that a little?—If we had any question arising as to our doctors or masters, we could not dismiss them, unless there was a Local Government Board inquiry, which is a most cumbersome method of dealing with them. They know that and that they can practically defy the guardians if they choose to do so.

43620. You think there must be an inquiry?—The only way to dismiss a staff official is by an inquiry.

43621. You think there is no means without an inquiry?—That is the only means we know of, at any rate. The City Council can give an officer notice in their own way, we cannot.

43622. I am not sure that that is the case. I have known cases where it has been otherwise as regards the necessity of an inquiry?—We have certain staff officers and all those are appointed, after the first nine months, permanently, and we cannot dismiss them; we have no means of dismissing them.

43623. What proportion of the total number of your officers would be subject to the Local Government Board's consent to their dismissal?—Probably few in proportion, but all the head officials, masters and matrons of workhouses, and doctors, and the district medical officers and some other officials.

43624. You say the want of power to arrange dietaries deters capable persons from coming forward?—That is only one of the reasons. Take our present workhouses, our guardians say the increase in the numbers there has been caused because the dietary has recently been altered by the Local Government Board, and they would reduce it to the old dietary had they the power.

43625. Do you know what the process is now for guardians to frame a dietary?—I am not cognisant of that.

Mr. J. R. Turner.

11 Mar. 1907.

Non-resident relieving officers in Birmingham.

Cost of relief Birmingham workhouse and infirmary

Question of giving guardians power to dismiss officials.

Power of guardians as to workhouse dietary.

Mr. H. J.
Manton.

Mr. HENRY JOHN MANTON, called ; and Examined.

11 Mar. 1907. 43626. (Chairman.) You have, I believe, prepared for us a very interesting paper giving the result of your long experience?—I have prepared this Statement.

Power of
guardians as
to workhouse
dietary.

(The Witness handed in the following Statement.)

1. My qualifications and experience are as follows:—I am a Justice of the Peace for the City of Birmingham, member of the Licensing Committee under the Act of 1904, member of the City Council (with an interval of some years) since 1881, member of the Education Committee under the Act of 1902, Guardian of the Poor of Birmingham since 1877, on the Management Committee of the Infirmary and the Cottage Homes during the period of their existence, senior Vice-president of the Poor Law Unions' Association, on the Executive Committee of the Central Poor Law Conference, on the London Committee of the National Association for the Protection of Children.

2. It is difficult to express, with necessary brevity, opinions on the social and industrial conditions of the City of Birmingham. I have had exceptional opportunities of forming them—from the period of my early apprenticeship to the principle and the methods of outdoor relief, from 1877 to 1890—my education on the City Bench from 1890 until the present time—and in this position for five or six years as presiding magistrate in the court where the school attendance cases were taken—and in addition as a Council member of the Distress Committee under the Unemployed Act of 1905.

Social and
industrial
conditions in
Birmingham.

3. During the last thirty years I have no manner of doubt that the condition of the lower classes of industry has deteriorated. The Health Committee (sanitary authority) has done, and is doing, a very great deal to improve the general state of housing and hygiene, the detection and treatment of zymotic disease, and is discharging adequately the duties common to such a department in all large towns. The upper strata of industry, where skilled labour is found, are living under better conditions as to domestic life. The lower strata are in need of the attention of agencies which are not yet created on a basis of efficiency.

Prevalence
of casual
employment.

4. On the subject of unemployment I am of opinion that casual employment covers a larger area than unemployment, due to uncertainty in trade, season requirements, and the tendency in the larger firms to vary by reason of spasmodic contracts their demands upon the floating market of unskilled labour. This remark was intended to apply to the heavy and metal trades. It has also an application to the lighter trades of luxury, which affect a large section of the population, and which depend for demand on the fads and fashions of society.

The causes of
unemployment
and failure of
Poor Law to
grapple
therewith.

5. Generally, unemployment is due (and particularly in the heavy trades, where joint stock company methods are most keenly exhibited in the use of labour) to the frequency and earlier discharge of the least effective, either by age or incapacity, who rarely obtain skilled employment subsequently, and deteriorate rapidly to the ranks of casual labour. In my opinion Poor Law administration has done nothing towards noting this state of things, and nothing towards putting itself into touch with this most effective contributory to the later stage of destitute pauperism, held to be its only rightful concern by some administrators.

Rural exodus
results in un-
employment
of the aged ;
effects of
town environ-
ment on
physique,
te.

6. There is much to be said on this question, but one thing is certain—that it is the experience of such of us as think seriously of these questions and probe deeply into them, that the great inrush of men from the rural districts into the towns during the last thirty or forty years, with special application to Birmingham, has had the effect of crushing out from the labour market the older men, born in the city, by reason of the greater vitality of the newcomers. This is to be accounted for by the deterioration of physique produced by the atmosphere and close living inevitable in large centres, at any rate inevitable under the ways in which the provision and maintenance of industrial dwellings have been exploited for profit during the last two generations. It is amongst the third generation of industrial labourers that physical deterioration, easy despondency and lethargy (the state of the casual labourer to a large extent) are to be found. Physical and nervous breakdown exists to a much more serious

extent amongst the poor than in other classes, but in its relation to Poor Law administration its pitiable results are to be found chiefly amongst those who persistently avoid coming into contact with the Poor Law, and thus remain undiscovered by its agents.

Destitution
undiscover
by the Poor
Law.

7. Later on will be ventured some observations on the question of methods of relief. It is a historical fact that out of a very heated debate on the principles of relief came the several progressive movements of the Birmingham Guardians of the Poor. Isolation, or the separation of children from the demoralising associations with adult indoor poor has always been a favourite object in Birmingham. Originally and for many years they were thus separated. The children had, however, prior to 1880, gravitated to a contiguity with the House. Boarding out of suitable children under a certified committee had been carried on for several years, but had not been a success, and was in 1881 discontinued. The experiment successfully carried out by voluntary agency at the home for little boys, Farningham, Kent, was copied in the erection of the well-known cottage homes at Marston Green, which since 1881 have, with conspicuous success, provided for 440 children. A small percentage of the permanent children are known to be moral failures, and a still smaller percentage are known to have returned to the ranks of pauperism.

Origin of
present
policy of
Birmingham
guardians
to children
and results
thereof.

8. It was the agitation in 1882 on the subject of outdoor relief that gave emphasis to the necessity of giving a broader meaning to the term "destitution."

Destitution
as a condition
of relief.

9. It was admitted by the sterner opponents of outdoor relief that the success of their restrictive regulations rendered necessary proper provision for the remedial treatment of the sick poor elsewhere than in their own homes, where the conditions were "destitution" of the means necessary for recovery.

10. The infirmary was built in Dudley Road, Birmingham, known locally as the "Birmingham Infirmary." It is administered under a Local Government Board Order, by a management committee of the guardians, to whom liberal powers are delegated. Its medical and surgical beds number about 800, and maternity accommodation for twenty, and the area of the infirmary includes also about 300 male and female epileptics and mentally defectives.

Separate
Poor Law
infirmary
Birmingham
its operation
and results.

11. The expectations with which this infirmary was opened have been more than fulfilled—it may have been abused to some extent; all such institutions are abused, whether municipal or voluntary—but it has received within its wards many a helpless householder, and returned him well to his home and family, and occupation. It is a casualty hospital, for in the midst of great works and street risks, casualties cannot be refused admittance, though the interests of ratepayers are safeguarded as much as may be.

12. It is accepted by the Midwifery Council as a training school under its regulations, and as such has a high reputation.

13. In connection with this infirmary, one further progressive step which is in progress of development may be mentioned; this is, the provision which is being made for sane epileptics and mentally defectives at King's Norton, near Birmingham. By a happy combination of the three boards of the parish of Birmingham, and the unions of King's Norton and Aston, a joint committee has been formed, which, having acquired a suitable estate, is now erecting buildings for the accommodation in the first instance of about 220 male and female patients, able-bodied and improvable. Technically the institution is a workhouse, in local designation it will be a "home" and a "colony."

Combination
of Birmingham
union
for dealing
with epilep-
tics and feeble-
minded.

14. The foregoing brief and imperfect summary of progressive work brings us to the consideration of the respective merits of indoor and outdoor relief.

Respective
merits of in-
door and out-
door relief.

15. Where indoor relief has merits, we have pretty much dealt with them, by an extent of classification which has removed from the house proper all young children, all sick poor, and all sick aged poor disabled and suffering from chronic ailments.

16. The workhouse proper is limited to aged poor, other than infirmary cases; able-bodied men, who ought to be in the workhouse.

Classes dea-
with in the
workhouse.

not to be there; and able-bodied women, there from various reasons more or less unsatisfactory.

17. There is also attached to it the casual or tramp department, a never-ending cause of anxiety and difficulty, but the question is now generally receiving so large an amount of attention that something ought to come out of it of administrative value.

18. The Parish of Birmingham has exceptional difficulties in the matter of able-bodied inmates within the House; the difficulty of providing task work without interfering with outside industries appears insurmountable; the class of men who are there do not appear to be such as inspire sympathy, they are chiefly undeserving, and are said to be to a considerable extent the refuse of the common lodging-houses.

19. Though irremovable from the parish, they really belong to the casual or tramp class, with whom and among whom they should be classed.

20. If land were available, they should be set to work upon it—no other solution of the law of relief suggests itself to the social economist—such law being “that if the able-bodied man claims relief, he must be set to work to earn its nearest possible equivalent.”

21. In dealing with these classes of inmates, guardian and justice are alike agreed that a commitment to a common gaol is no solution, and is no remedy.

22. The merits or demerits of outdoor relief depend on the way the subject is approached, and in what way Poor Law administration is to be regarded. Is it to be deemed judicially deterrent and punitive, or is it to be regarded as sympathetically helpful, remedial and restorative, and in either case adequate? The true answer of experience is: both attitudes have their uses.

23. The attitude of judicial deterrence and punitive treatment has, however, prevailed to so great an extent as to have brought the Poor Law into odium with the public, blurred over the more generous possibilities of the Poor Law and deadened the sense of responsibility in guardians.

24. In no Poor Law area in England has the science of investigation been carried to greater efficiency than in the parish of Birmingham; the staff, its organisation, its official zeal for limitation, has been excellent from the point of view of deterrence from applications, of relegation of every possible case to voluntary agencies, of an offer of the House to others, and specially to those where it was known it would not be accepted.

25. It is only fair to say that the years of experience which have been gained have led the heads of this department to recognise the economic value of a remedial attitude towards some of the cases, especially where a man or a woman have received what may be called first aid in the infirmary and, returning helpless to their homes, need temporary aid until their earning power is restored.

26. The real defect or shortcoming of out-relief machinery is the fetish that guardians or their officers are not required to deal with poverty except when they are applied to. The effect of such a restricted view is that many cases sink to a destitute pauperism which might have been nursed into salvation and independence by a judicious treatment at an earlier stage, and this applies with greatest force to the deserving poor who in many cases would die of starvation rather than apply to the parish.

27. There is another aspect of the subject that a progressive guardian feels acutely, that unless his function is extended to the remedial treatment of the poor, he is limited to dealing deterrently and grudgingly with the scum of society, and thus is himself subject to moral deterioration.

28. The outcome of all this as related to the merits of outdoor relief appears to be the suggestion of a collaboration of agencies and machinery for dealing with all who fall into this strata of society, deserving and undeserving alike, and in so dealing with the cases found there, to do it efficiently and adequately with a due regard to causes.

29. Little need be said as to the classes of persons applying for relief. Those who are sick are dealt with by the medical district officers, either at their homes,

if possible, and if not, by order of admission to the infirmary, and adequate provision is made.

30. In the case of widows with children there is an opinion freely held that the provision is not adequate, and relief is not so widely given as this class requires in the interests of young children.

31. There have, no doubt, been special relaxations, and the presence of lady guardians on the board encourages these special orders, but the practice of relieving only a certain number of children, which excludes the mother and the youngest child, is too narrow, and reduces the general relief to inadequacy.

32. Then again the scale is inadequate and inelastic. One shilling and a loaf—leaving the mother to keep herself and provide a lodging—is totally inadequate, even though it be supplemented in winter months by a further grant of 6d. per week for coal. These are not matters of detail, for they affect the whole question of merits and demerits. If the inadequacy is intended in any sense to be deterrent, or is based on any suspicion of fraud, it is an error and an injustice; if the former, it is exercised on the wrong objects by whose injury the community suffers, if the latter the machinery of investigation is at fault.

33. The causes of pauperism have found illustration in the foregoing notes, but apart from economic causes arising from commercial conditions which affect the deserving poor the most, other causes, too plain to the experience of guardians and justices, and more especially the latter, are the drinking and betting habits of the people. The improvement in drinking has filtered down from the upper to the lower grades. It is to be hoped that a similar improvement or lessening of the spirit of gambling will follow. Some justices are inclined to the opinion that gambling is the worst of the two evils. They feel the difficulty of enforcing statutes and penalties against the betting habits of the “lower orders” whilst similar habits and practices in the “higher orders” go unheeded and unrebuked. The fascination for amusements must be a great drain on the meagre resources of industrial households, though in respect of the craze for football, it is complained by the owners of licensed houses that the payment of gate-money seriously interferes with their returns.

34. It is notorious that the class of persons who seek election as guardians is not satisfactory or conducive to good government. It brings no comfort to know that other local governing authorities are subjected to the same shortage of suitable men. Guardians are by their status the greater sufferers. The office confers no social rank; the duties are onerous; they are not within the public sight; they expose men who undertake them to obloquy; they are frequently targets for abuse in the Press.

35. Whatever may be the need or requirements of supervision by a Central Board in the case of rural unions, such supervision, restriction and limitation of urban unions by the Local Government Board has, without doubt, had a paralysing effect in many cases. The best of our men resent it, and naturally so, for it is mostly the outcome of officialism and not the honest expression of laymen at headquarters, who the laymen at home recognise as men of like passions with themselves, and, it may be added, of like aspirations and inspirations. There is no doubt that official coldness represses the spirit of initiation.

36. It does not appear necessary to add anything on this head as to administration of relief; much has been said about the classes presenting themselves, and those who do not, and opinions have been freely expressed as to adequacy and limitations, sphere of action and area of duty. An illustration may, however, be furnished of the effect of recent legislation as affecting or adding to the duties of guardians, and the way the duty or work was undertaken.

37. The feeding of school children order cast upon the guardians the work of receiving applications, of providing food, and recovering the cost. To give briefly the story as it relates to the parish of Birmingham, two authorities were brought into friction at the outset, never at any time the most harmonious since the Education Act of 1870; the guardians resented the call on them. The officers who had to make the applications, resented the

Mr. H. J. Manton.

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Inadequate relief of widows with children.

Drinking, gambling, and amusements as causes of pauperism.

Unsatisfactory status of guardians.

Evils of excessive control of guardians by Local Government Board.

Feeding of school children order, its operations and results in Birmingham.

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machinery of forms and stationery; the actual feeding, from various reasons, dribbled down to a minute few in number; and the process of recovery laid down by the Local Government Board was farcical in character, and was dropped.

38. The illustration is given because the details of failure cast a light on the views of those guardians who desire a closer touch with the households where pauperism is manufactured. If the guardians had fed the children and then followed them to their homes and found the reasons for neglect, and then sought the co-operation of the Justices for control of the causes or punishment if they continued to exist, then the purposes of the Feeding Order would have been met, and a higher ideal of the Poor Law would have been created.

Possibility of progressive reform under existing Poor Law system and attitude of Local Government Board to such reform, etc.

39. I feel a difficulty in suggesting reforms in the law or practice, because I have personally found no serious difficulty in carrying out any progressive step which has come within the range of possibility. It has only required a circle—often a small one—of men animated by like enthusiasm for progress to be united in any scheme, for that scheme to be pursued to fruition. I know that the Local Government Board is not always easy to deal with, to persuade, that it is sometimes afflicted with inconsistency, but I, or my friends, have never met with opposition that has been destructive of hopes, and that, I am aware, is the experience of others with whose views I am familiar.

40. One of the most respected inspectors of the Local Government Board was, in 1881, opposed to the erection of our cottage homes, and the Local Government Board shared his views. He never "cursed," but he, at the latter end, most generously and unsparingly "blessed" them when the results began to be seen.

Need of greater control for guardians over their officials. Criticism of present audit system.

41. It is a general opinion amongst guardians with whom my public position brings me into association, that they ought to have a greater control over their officials—a control as full as is possessed by other local authorities. It is held strongly that the audit of accounts is transgressing beyond its legitimate limitations into a criticism of policy.

42. I will only add that I am in general agreement, with some exceptions, with the views as to law and practice set out in the Memorandum which has already been submitted for your information by the Executive Council of the Association of Poor Law Unions, of which I have the honour to be the senior vice-president.

Need for Poor Law initiative in relieving distress.

43. If I may be permitted to summarise the results of a public life of manifold experience and of large opportunities of judgment, I would add that if the Poor Law of the future is to be a real power for effective and redemptive service amongst the dense masses of our crowded cities which the economic conditions of the last half century have produced, if its agencies are to take a right position in the public estimation, it—the Poor Law—must go to the people instead of the people coming to it. Only in direct touch, aided by extended powers of supervision and control, under wise, judicious and yet sympathetic administration, will it be possible to probe into and grapple with the circumstances and habits of the people, which present problems so acute, and may become dangerous to the public safety.

44. Of the necessity for this direct touch other local authorities are already convinced—illustration is found in a report just presented to the city council by the Watch Committee in reference to street trading by children. The chairman of the committee spoke of the opportunity that licensing of children had afforded to its agents of getting close to the conditions of the people out of which this street-trading takes its rise, and its alleged necessity.

This statement was emphasised by the chairman of the Education Committee, who bore witness to the general improvement of the children, and in the conditions in which they were previously employed.

Deterioration of lower industrial classes and improvement of the upper.

43627. (*Chairman.*) There are one or two points in that Statement on which I should like to ask you a few questions. As I gather, you think that during the last thirty years the condition of the lower industrial classes has deteriorated?—Distinctly so.

43628. You are distinctly of that opinion?—Yes, that is so; taking the gradation of skilled labour down to lowest forms of unskilled labour.

43629. Whilst the conditions of the upper stratum, skilled labour, have improved, the conditions of those below have deteriorated?—Yes.

43630. Taking the skilled labour as one stratum, would you divide unskilled labour into two divisions, or would you say that the whole of the unskilled labour was in a worse condition than skilled labour?—I should distinctly divide unskilled labour into: (1) That unskilled labour which is a sort of adjunct to skilled labour; and (2) the pure labouring class.

43631. Which would be, I suppose, rather lower down?—Which would be of a lower type.

43632. The employment of the first class of unskilled labour would largely depend on the skilled labour, I suppose?—Yes.

43633. I understand you think that modern industrial conditions tend to deteriorate a man more rapidly, physically, than those which existed before; that is to say, the man is worn out sooner?—He is regarded as worn out sooner. The feeling that I have, which I have tried to express, is that the modern method of joint-stock enterprise regards a man at an early stage as inefficient, or if I may use the phrase, it considers that it is uneconomical to employ him under the old conditions which obtained under private employment and with private employers. That is the feeling that I have at any rate.

43634. The old system was that the workers formed more a sort of family, I suppose?—It was, and there was more consideration given to the men.

43635. It has been suggested to us that the Workmen's Compensation Act, and the liabilities attached to it have tended to increase the difficulties of men of a certain age getting fresh employment?—Yes; because, rightly or wrongly, they are held to be more liable to accident. As the law does not provide any means of contracting out (which I hold it should do, after a certain age), the employer gives himself the benefit of the doubt, and the man either is discharged or runs more risk of being discharged.

Effect of Workmen's Compensation Act on employment.

43636. As regards boy-labour, would you say that boys leaving school find it easier to get employment now than they did some years ago?—Yes. There have been certain commercial conditions in Birmingham which have been very damaging indeed to boy-labour between fourteen and fifteen and, say, twenty. They have been encouraged to get large wages for certain commercial reasons connected with booms in the trade, and then at eighteen or twenty, when the conditions alter, they enter the ordinary labour market very much demoralised—to put it as shortly as I can.

Increase of boy-labour and its effects.

43637. You mean that the class of employment out of which they get when boys a fair return, terminates when they become adults, is that it?—Yes; at least the demand for that kind of cheap labour terminates then.

43638. Holding those views, I understand you think the Poor Law is not adapted, or has not adapted itself, to meet these particular industrial conditions?—The conditions of earlier inefficiency, do you mean?

Existing Poor Law not adapted to grapple with the new causes of pauperism.

43639. I am taking the causes of pauperism and distress which arise out of the conditions which you believe now exist; you think, do you not, that the Poor Law has not adapted itself to meet those circumstances?—That is so.

43640. I see you express the opinion that you find a difficulty in suggesting reforms in the law or in practice, because you have, by pertinacity and otherwise, found no serious difficulty in effecting reforms?—That is so. The experience that we have had in Birmingham has been that, on the whole, we have been able to adapt our powers to our progressive action, by what we hold to be the rightful demand of the time. I think the whole history of our Poor Law work in Birmingham makes that clear. We might have done more, but we have done a great deal.

Possibility of reform under existing system.

43641. Taking the functions of the Poor Law as they are at present accepted by guardians and discharged by them, do you think that the principle of classification could be carried much further than it has been?—I think in Birmingham it has been carried as far as it can be, outside what I should call the workhouse department proper; that is to say, our classification of the sick poor is pretty nearly as good as it can be. We are still charged

Classification of pauper at Birmingham, and possibility of extension.

classification with a certain want of classification in the infirmary wards, for instance, between the people of good character and the people of indifferent character; but apart from a classification of character, I think we have carried the classification of the sick poor as far as we possibly can. As I think you have heard, we have dealt also with the children as a whole, and have used for the children all the powers that we possessed, or that any Acts for the protection of children gave us. We have used them freely, and perhaps sometimes even beyond the statutes—in the interests of the children, I mean. But as regards the workhouse classification, I feel sure that more could be done if the conditions of the workhouse lent themselves to it. It is an old workhouse, out of date, and those of our colleagues who administer that department are under difficulties which the happy possessors of modern workhouses do not feel, or do not feel to the extent that we do.

43642. I think you are of opinion that in the workhouse there are certain able-bodied men who ought not to be there?—That is so—partly the result of what I have already said.

43643. You could classify, could you not, the older people more thoroughly than has been done, if you had more accommodation or different accommodation, by putting them into Classes A., B., and C., say, and giving to A. more privileges than to B. and to B. more privileges than to C.?—Yes; and that has been attempted to some extent in what is called the merit wards. I think it might be done also somewhat on the lines of the cottage system which Bradford has; I hope that will come some day, because barrack wards are not the places for a good many of our aged poor.

43644. Going on with the practice of your department as regards out-relief, you think that the relief is not sufficiently elastic and is frequently inadequate, I understand?—I do.

43645. I assume that you are in favour of a thorough investigation into the cases?—Thoroughly so; no investigation can be too severe, provided it is not harsh and arbitrary. I was thinking for the moment of the condition into which our officials get by a long practice in such investigations. That does not apply to Poor Law officials alone; it applies to Charity Organisation Society officials as well.

43646. You are in favour of a thorough investigation with adequate relief according to the conditions?—I am.

43647. And you would be averse to breaking up the home wherever the occupant was a respectable person?—I should be entirely so; I think that is a suicidal policy.

43648. Have you any difficulty with widows in receipt of out-relief, in regard to ascertaining whether the relief given is properly applied to the feeding and maintaining of their children?—I should think from my earlier experience of out-relief—and I see no reason to suppose it is different now that I have other departments to see to—that on the whole the relief given on behalf of the children is properly dealt with by the mothers. In cases where it is not likely to be so, the guardians, by sending the children to Marston Green, have relieved widows of some of their children. As a member of the Marston Green Committee for the whole of the time, I have always held that if a mother is fit to see to her children properly, the family should not be divided or severed in any way, but adequate relief should be given to the mother for her children if she is a fit mother.

43649. A suggestion has been made to us—I do not know if it ever came before you—to the effect that you might start some system like the industrial school system, and let the children of widows go daily to a school where they would be fed and taken care of, but returning every evening to their mother?—Do you mean that they should be sent to a sort of crèche or nursery.

43650. Yes, except that I was thinking of the older ones?—Will you kindly repeat the question.

43651. Assuming that the mother has to work, it has been suggested that her children should go to a day school managed somewhat on the principle of some of the industrial day schools, where one could be certain of their being properly fed and looked after, the guardians defraying the cost. What would you think of such a scheme as that?—I do not think I have any knowledge

of any industrial day school in Birmingham of that character. You do not mean a day nursery.

43652. No, a day industrial school?—I have no knowledge of it. Your question brings up Paragraph 37 where I deal with children who are badly fed. It is to the advantage of the children that they should have the benefit of any money which has been paid by any authority for their keep, whatever the machinery you use for it.

43653. This seemed to me a method of meeting your suggestion that the children should still remain with their mother?—I understand. Under our local Act of 1831 there was an old power to the effect that the guardians might provide places where they could receive the children while the mothers were at work, and could expend on such children the relief which they would have given otherwise for such children. It is a very admirable provision, but I do not think it has ever been acted upon.

43654. That is, roughly, the sort of idea I put to you?—I quite agree with such an arrangement.

43655. Now, coming to your suggestions generally, would you like to make the Poor Law more preventive than it is, or would you like more machinery to be set up which would prevent people from becoming paupers and would help them in advance?—It is evident that the trend of public opinion is to set up such machinery. I am inclined to hold a brief on behalf of the Poor Law, and to consider that the Poor Law properly worked is equal to such a social duty. That is my point. My standard of the Poor Law is so high in its possibilities, that I am prepared to argue that its machinery should at least be equal to, and as efficient as, any outside machinery that the Legislature seems inclined to set up.

43656. Do you think that the Poor Law should take upon itself this fresh duty, which in the minds of a great many is rather antagonistic to the principles on which you discharge your present duties; in other words, would you encourage people in this direction?—I think so, because my idea of the Poor Law covers the ground. I do not mean to say that I would argue for guardians alone, but for any accretion or addition that might be found desirable.

43657. I think you have put the case very well in Paragraphs 26 and 27 of your statement. Would it be possible with the existing machinery to undertake some of the duties which you suggest?—When I wrote those paragraphs I had in mind my own practice on the bench. If I have a case before me of neglected children, for instance, from whatever source the case is brought—whether by the guardians or by the Society for the Prevention of Cruelty to Children—I have always felt that if I could obtain the end we all desire by keeping the case under supervision and putting it back for a month or a couple of months, it would be much better to do so than any immediate attempt to punish the parents. That same view I would carry into the administration of the Poor Law.

43658. Would it not in practice resolve itself into the Poor Law guardians making loans?—I have no objection to that. How far to enforce it subsequently is a matter of discretion or prudence or expediency, but I have no objection whatever in the earlier stage to put it on loan. I know many people do not think much of it, but it might be useful and it might save the pride, if I may use the expression, of the person who is so dealt with.

43659. It has been suggested in certain quarters that this work could be done better by an agency associated with, but independent of, the Poor Law; that is to say, it has been suggested that there should be a committee representing the different charities in the locality, and that they should sit with each out-relief committee, and that certain cases should be handed over to them or that they should take up certain cases?—I have no objection to such an arrangement at all, and, in fact, I endeavoured to bring it about fifteen years ago. We are not much forwarder in Birmingham to-day than we were then. We have what is called the City Aid Committee, which is establishing its branches, but at present there is none of that effective touch with the guardians that one could desire. I think that is the point of your question, but at present there is not that effective touch between the guardians and the City Aid Committee.

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Question of applicability of day industrial school system to the relief of widows' children.

Special powers at Birmingham as to relief of children of widows.

Need for extension of scope of Poor Law.

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Effect on
status of
guardians of
increasing
the import-
ance of Poor
Law work.

The de-
moralisation
of officers and
guardians by
Poor Law
work.

The prospects
of obtaining
better class
of guardians.

Effect of
Local
Government
Act, 1894, on
class of
guardians.

Objections to
transfer the
Poor Law to
the sanitary
authority and
arguments
for an *ad hoc*
Poor Law
authority.

43660. You may put it so ; that is rather the practical purport of my question ?—That is the present position of things. What the ultimate result may be I do not know.

43661. The criticism that I am now making on your suggestion is that the Poor Law guardians would have to undertake a fresh set of very difficult duties, in which a great deal of discrimination would be required, and which would be antagonistic to a certain extent to the principles upon which they have previously administered relief. Do you think that, looking at the class who become Poor Law guardians, you would be able to get men of sufficient discrimination and ability to undertake this very serious additional duty ?—My answer at once is this, that the higher you raise the standard of work of the Poor Law guardians the more likely you are to get good men. We cannot get them now, and if you take away to these voluntary agencies, or to these outside agencies, the dealing with the better class of people, and leave for the guardians merely the scum of the population, you will not, in the large cities, get men to come in for the work who are worth anything at all.

43662. I see you state that the fact of guardians being constantly in contact with the worst section of the population has a distinctly deteriorating effect upon their attitude ?—It demoralises them and their officers.

43663. Is it not a question of time ? Assuming that there were men of ability who were ready to devote themselves to this work, are there enough people who can afford to do it ?—The short answer to that is that if there were a fair number of men able and willing to devote themselves to it, the work of some of us who have to do it now would be very much lightened and divided. It is not so much the amount of work that has to be done, as the way it has of getting into a few hands who are over-done. I speak most feelingly on that point.

43664. Do you think that matters will ever be much improved, assuming the guardians are always elected on a large popular suffrage ?—I do not know how to answer that question at all. I would say this, though my own personal politics almost forbid me to say it, but I am bound to do it—that before the Act of 1894 we had better men than those who come forward now. My point is that the higher you raise the standard of work for any local authority, the better men you are likely to get to do it.

43665. (Mrs. Webb.) Does that not point to having one local council for all local purposes ?—Theoretically it does, but so far in Birmingham I do not think it has worked well. Take education, for instance. I am a member of the education committee, and in that case men are picked out of the city council who have a certain reputation for work ; they are put into educational work, which requires thought and consideration of the highest character, but the education work does not get done as well as if it were done *ad hoc*. If you add the Poor Law to the city council as well, in the first place we should have to have a considerably larger council, and in the second place we should have to add a new class of work, which is altogether different from the sanitary work or the commercial trading work (if I may use the expression) of a city council. I have advocated on the Poor Law Unions Association an objection to the amalgamation of the Poor Law in urban centres with the city council, because I think the effect of even what I have been arguing to-day would be that what I hope to get out of the Poor Law, as an *ad hoc* business, would not be likely to be so well carried out if it were a part of a municipal body. I am trying to put my words as short as I can, but one is tempted of course to expand, and I feel that I am speaking somewhat feebly for want of expansion.

43666. (Chairman.) I think you are putting your views very succinctly and clearly before us. I suppose you would say that the work of Poor Law guardians is essentially different from any work that the town council at present have to do ?—Yes. The only approach to it is the work of the health committee, which does bring them largely in contact with the poor. Our city council has delegated all its sanitary powers to its health committee. That is the only side of the city council which touches the Poor Law guardians at all. The education side used to touch them years ago, when the guardians had to pay the fees, but that has been dropped.

43667. Speaking from your great experience of the

Poor Law, I assume you would not differ from this position, that what is wanted is a judicial and uniform administration of the Poor Law on humane lines right throughout England ?—That is so.

43668. Therefore you must try to establish some kind of uniformity ?—Yes.

43669. Between one locality and another ?—Between one urban locality and another.

43670. That being so, can you get that kind of judicial element out of the stamp of man who comes forward as a Poor Law guardian to-day ?—Yes. There is a percentage of them. I think I can say this—that some of the best of our men on the city council for the last thirty years have been trained in Poor Law. They make very successful city councillors. I do not know whether I am one or not, but still I know some that are.

43671. Then you think that the increased scope of duty which has been put upon the Poor Law guardians might be efficaciously carried out by persons elected upon a popular suffrage ?—Yes, I see no reason to doubt it, if the public estimate of a guardian's duty is raised from what it is at the present time.

43672. Is not one of the difficulties now about local election that it must be almost run more or less on political lines, because there is no organisation behind it, except a political organisation ?—All local elections partake more or less of political action. I do not know how you can separate it. But that does not apply any more to the election of guardians (probably less) than to the election of the city council. What one complains of is the general public apathy in the elections of guardians.

43673. Is there not this great difference, that men in standing as Poor Law guardians can make certain promises as regards the administration of relief, and, unlike any other sphere of political action, they can almost give effect to those promises directly if they get a majority ?—It is a common thing to make promises in elections, is it not ?

43674. It is very common, but it is very difficult to give effect to them except in the sphere of Poor Law guardians ?—Pardon me ; I think the trend of your question is that promises to extend relief may be an important element in the election of a guardian ?

43675. Yes, and that such promises can be given effect to immediately ; which is, you know, very often difficult in other cases of electoral promises ?—That is so. But I think Nemesis comes more frequently in matters relating to the Poor Law than it does elsewhere ; they are sooner found out by the community.

43676. I only wanted to get your opinion as to whether there is not very great difficulty in getting the sort of judicial administration of the Poor Law which you would like ?—I think one is quite as likely to get that in the present separated position of Poor Law guardians, as one would get it if it were added to the other local government authority. I am trying to answer your questions very candidly. I think if the work were improved in the direction I have tried to lay down, it would offer more scope to an able and educated man coming into the work than it does now. That is my general answer to your question.

43677. How many Poor Law guardians are there in Birmingham ?—Thirty-six.

43678. That is not too many, I assume, for the work ?—No, it is not too many, and they do not all work at that.

43679. Would eighteen, do you think, be able to do the work in Birmingham ?—No.

43680. That would not be sufficient ?—No. You see we have three great departments—the house, the infirmary, and Marston Green, besides the subsidiary work. Each of those departments is equal in administrative value to several of the council committees—and I am very familiar with their business.

43681. How many hours per week would a man who does his work well have to give up to his Poor Law duties ?—He would have to give up fifteen hours per week, I daresay.

Need of
uniform
adminis-
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Law.

Possibility
of obtaining
right type
of guardians
by popular
election.

Political
influence
local
elections.

Question
effect of
electoral
promises on
Poor Law
admini-
stration.

Possibility
of obtaining
right type
of guardians
by popular
election.

Number of
Birmingham
guardians,
and question
of its
sufficiency.

Extent of
demand upon
guardians
time of Poor
Law work in
Birmingham.

43682. As much as that?—It all depends upon whether he is the chairman of a committee, or simply a member of it. A chairman of a committee, if he does his duty, spends a very considerable portion of his time in his own department if he wishes to become master of it, as he ought to be.

43683. Turning to the officials under the guardians are you satisfied with the *personnel* of your own staff?—Yes.

43684. Do you think with the machinery you have got you could carry out these increased duties?—Certainly.

43685. Then so far as the *personnel* and the machinery are concerned you do not wish to make any suggestions, but you think they are quite adequate?—The *personnel* of a powerful board like Birmingham is pretty much what they make it.

43686. I was thinking of the stamp of ability that your officers need?—It is what they make them, partly by selection and partly by training. I believe in expecting an officer to do his duty, and not doing it for him.

43687. (*Sir Samuel Provis.*) Do you impose any test of duty upon your relieving officers before you appoint them?—No.

43688. Have they usually been assistants before?—Frequently they have been trained in the office in other capacities. We have had very few changes during the course of the last twenty years. The last one I remember came from the Post Office, and he has proved a very efficient relieving officer.

43689. Do you think that there is need for having some kind of preparation before a man is appointed relieving officer?—I have not found the necessity for it.

43690. For instance, should he undergo an examination to show that he knows generally what are the duties of his office?—I do not see where such an examination comes in, unless he came from a training school—and that is not contemplated.

43691. It would not be impossible to have some body of persons who might institute an examination of some sort, much in the same kind of way as is now done for sanitary inspectors, would it?—In our case it would probably be an assistant relieving officer who would obtain the higher position when a vacancy arose.

43692. So that he would get a training practically under another officer in the first instance?—Yes.

43693. Supposing it were made the duty of the relieving officer to hunt out cases in which relief was necessary, which I take it is your suggestion, would you not want an increased staff?—Pardon me, but the phrase "hunt out" is a little bit further than I would mean to go.

43694. I only used the phrase "hunt out" to bring out your meaning. Your point is this, if I understand it rightly—you think the guardians should not wait until the application is made to them, do you not?—I do. My idea is that when it became known in a court or in a terrace, from neighbours or from persons interested, that a family was in distress and was gradually going down into technical destitution, I would say that it was the duty of the relieving officer, his attention being drawn to the case, to deal with it.

43695. You do not propose that he should seek out cases?—No.

43696. That is rather less than I thought you meant then. If it is only to be when attention is called to the matter, you do not think that additional staff would be required?—No, I do not; but if additional staff were required, and the purpose were an adequate purpose, our guardians would not refuse additional staff. The extent of the staff depends upon whether it is carrying out an efficient purpose.

43697. Do you consider that you have a number of relieving officers sufficient now for the work that is to be done?—Yes. I believe when I served my apprenticeship there were six of them. They are reduced to four now, that is partly due to a better system of dealing with these cases, and partly to the fact that cases are deterred from coming, and therefore there is less for them to do.

43698. Rightly or wrongly deterred, do you mean?—Half-way between the two—unwisely deterred. *Mr. H. J. Manton.*

43699. Unwisely deterred by the law or by practice?—By the practice; the law does not come in. 11 Mar. 1907.

43700. (*Mrs. Webb.*) Could you say in what way they are deterred by the practice?—Hardly, but there is a attitude of general feeling—and I have reason to believe it to some extent to be correctly founded—that an applicant to a relieving officer receives no encouragement at all, and is told frequently "You have no business to apply." I cannot go any further in my answer without an illustration. The general feeling is that relieving officers are more in the nature of watch-dogs—I do not use the phrase objectionably at all; but that is the position they hold and the function they serve. That does not apply so much to sick cases, because for fear (if I may put it on that low ground) of possible public scandal, they get more prompt attention, and even in some cases are sought after—I do not use the term "hunted" after—because of the state of sickness into which they have got. The freedom of action that the relieving officers have in sick cases is much greater than they have in the other classes of cases which do not come under that designation. When I was asked by the Chairman a moment ago on the subject, I might have said that we have already gone over the border in the remedial line, in the way in which we deal with sick cases in Birmingham. They have a home; and they are not destitute. They are only destitute—I have used the qualification elsewhere—of the means of recovery, but they are not destitute in the sense of the denudation of home. That is one of the principal functions that our infirmary is serving now.

43701. (*Sir Samuel Provis.*) Therefore you say that in cases of sickness the relieving officer would give an order pretty readily, because of fear?—Yes.

43702. Would he do the same if he found that the case really was one in which there was need for assistance?—Not so readily; but with greater readiness would he offer an order for the house.

43703. Do the relieving officers in Birmingham frequently give a short order for assistance in kind, whilst the cases are being investigated?—Sometimes they do. I do not think they give those provisional orders to the extent that they might, that is, orders for the period between the application and the time when they can come before a committee. In fact—I can only give my own opinion—I believe that the relieving officers frequently deter applicants from coming to a committee. I know that is the view some of my colleagues take; how far it is true or not, I am not prepared to say. I can only express the feeling that they are regarded as a sort of intermediaries between the applicants and the committee.

43704. Have cases come to your own knowledge where relief, in your opinion, ought to have been given and it has not been given?—Yes.

43705. By the relieving officer?—Yes; but in fairness to the officers I will say that no case has been sufficiently strong to make a test case of it. I could not dare to make a test case unless I was perfectly satisfied that in all its surroundings I could put it through with safety to myself.

43706. Do you mean by a test case, a case where you could make a complaint against an officer?—Yes, or preferably against the system.

43707. The parish of Birmingham only consists of part of the city; would it in your opinion be desirable that there should be only one Poor Law union in Birmingham?—Certainly. We tried that some years ago on the Joint Committee which was constituted by the Act of 1888, and were very nearly successful. *Question of making Poor Law and sanitary area coterminous in Birmingham.*

43708. Did the county council and the town council go so far as to have a Joint Committee?—Yes.

43709. A committee was appointed under the Act of 1888 by them?—Yes.

43710. For the purpose of determining whether the area should be altered?—Whether the parish should be coterminous with the city. In that case King's Norton was willing, but Aston was not.

43711. Did it fall through owing to the opposition of the guardians, or did the county councils object?—It was the opposition of the county authorities. Warwickshire

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and Worcestershire had a share in the Joint Committee, and their interests were diametrically opposed to those of the city, which was also represented on that committee.

43712. If a proposal of the kind were renewed now, would there be opposition again?—I believe the opposition to it would not be at all serious.

43713. The rural area—and by the rural area, I mean the part outside the city—would not object to it?—The rural area would benefit.

43714. It would benefit by losing that portion which is in the town, and which has got more pauperism than the portion outside?—Yes.

43715. And would the part of the parish which is inside the city be willing?—I think so now.

43716. (*Mr. Phelps.*) You have served on Relief Committees, I take it?—Yes, I had a double apprenticeship with them.

43717. How are your Relief Committees chosen?—By themselves. No member of the board can sit on a Departmental Committee except he is appointed by the board to sit thereon; but any member of the board can go upon a Relief Committee, of which there are four, one to each district. Or he can go on two committees if he likes.

43718. Are the members of the committee commonly the guardian representing the district?—Not to any great extent; it is not an advisable thing.

43719. Do the committees rotate?—No.

43720. Do the committees always administer the same district then?—Yes.

43721. Do the relieving officers possess the confidence of the committees?—Yes, fairly so.

43722. A committee would generally endorse their opinion, would you say, or take their advice—I will put it that way?—Yes, generally. I think there is less disposition to do it now than there was some little time ago.

43723. To what do you attribute that change?—To a greater breadth of view rightly or wrongly upon the question of out-relief. The ratepayers—I was going to say naturally—but any way have strong views upon the restriction of out-relief, and the committees, I think, have broadened their views of that question in the last seven or eight years. To that extent they may differ from the views of their relieving officers; but a committee worth its salt should only listen to its officers, and then should take its own action.

43724. Do you think that it would be an advantage if the Poor Law service was made more of a national service?—I cannot follow the question. Do I think it a greater advantage to make it a national service, that is to say less of a local service?

43725. Yes, so that its members should be practically servants of the State, as elementary school teachers are, we will say?—You are speaking of the officials now?

43726. Yes?—I think such a state of things would tend to lessen the interest of local members, just as I am pretty certain it is lessening the interest of local members in educational matters.

43727. I am not sure that we are quite on the same point, but I see what you mean. Do you find there is a want of movement on the part of the officials under the Poor Law; that they do not move about, but stagnate rather in their positions?—No, that is not my experience.

43728. Are you satisfied with the position of your workhouse infirmary at Birmingham?—Do you mean, is it as perfect as one would like it to be?

43729. I was not thinking so much of that as of the way in which it is coming to be used more and more as a private hospital?—Yes, I am satisfied.

43730. Do you think on the whole that that is a good development?—Taking the cases which are now coming into the infirmary, three-fourths or four-fifths have come straight away from outside, and one or two of us think it may possibly be abused. The answer to that is that the investigation is imperfect if the abuse continues.

43731. In those cases what action do the guardians take? Do they proceed against the people who have come in?—They recover from them if possible.

43732. They do try to recover?—Yes.

43733. Do they recover large sums in that way? No, not very much, but I believe the general total of what they recover from all cases is a growing amount. In this particular case of recovery where there has been sickness it is not a large amount.

43734. You cannot legally recover after the man has left the infirmary, can you?—I think not. But if I may illustrate it I would say this; a case comes into the infirmary which should not have been a Poor Law case at all—using the term "Poor Law" in its strict sense—and it is reported to a committee, in order that it may recover from relatives and others, that such a case was in and was there for a fortnight. Then the committee's duty is to ascertain, without any question of law, whether any of the cost of that case can be recovered. Our doors are not closed to any one. A lady was thrown from her cycle a few months ago, and she was there for three weeks, although it was not a Poor Law case at all. In that instance, I believe the husband paid something to our treasury in acknowledgment of the services rendered.

43735. As a voluntary gift?—Yes. We dare not refuse a case. We are a hospital for the moment, and I think the police brought in that case.

43736. Do you think the powers of recovery want to be extended or not?—I think they want to be extended.

43737. In what direction?—Not in the direction of the County Court, but I am not prepared to say in what direction. A moment ago you spoke of the inability of legal recovery after the patient left the infirmary. That ability to recover should be continual, whether the case was in the infirmary or not, as though it were a debt which had been contracted.

43738. Then you would extend the period during which recovery might be made?—Yes.

43739. Do you often have cases in which you proceed against relatives for the purpose of recovering the relief given in all departments—outdoor relief and indoor relief?—Yes, there are such cases.

43740. Do you think it would be an advantage if relatives could proceed immediately themselves? Take, for instance, the case of an old woman with two sons who are able to support her; she has to declare herself a pauper, and then to get the board of guardians to proceed against the sons; do you think it would be an advantage if she could proceed against the sons herself in the first place?—Most distinctly I do. I have also held that maintenance orders on behalf of wives would be better taken out directly from the justices in favour of the wife, instead of the guardians taking action, because, as you know, directly the wife ceases to be chargeable, the order ceases, while an order given by a justice remains good until it is revoked.

43741. Do you find that a great deal of your officials' time is spent in what I may call settling family quarrels of that sort?—No, I think not.

43742. You are not familiar with a case of three sons, say, where two will contribute if the third will?—I think frequently the time of committees is taken up in that way, and unduly taken up.

43743. With regard to the people in your workhouse you say a great many now come into your infirmary. Do many of those people who pass into the infirmary from the outside go on into the workhouse when they become convalescent?—A very small portion of them do; the rest discharge themselves.

43744. Then you do not think that any number of them having passed from one to the other find the workhouse more comfortable than they thought, and stop there?—No.

43745. (*Mr. Chandler.*) I think you have expressed the opinion that the higher the class of public work allotted to individuals, the better administrators you are likely to get?—Yes.

43746. Did the Local Government Act of 1894 take any of their duties away from the guardians?—No.

43747. None?—No.

43748. Then what has happened to cause that difficulty or that deterioration of which you have spoken since the time of that Act?—The answer to that is this: I would

Recovery of cost of medical relief at Birmingham.

Treatment of non-destitute cases in infirmary.

Need of more extended powers to recover cost of relief.

Proposed power to wives and dependent to obtain orders of maintenance without resort to guardians.

Persons discharged from infirmary to workhouse.

Effect of Local Government Act of 1894, on class of guardians.

System of election to relief committees at Birmingham.

Attitude of relief committees to relieving officers at Birmingham.

Question of making Poor Law service a national one.

Birmingham separate infirmary and question of its abuse.

Recovery of cost of medical relief at Birmingham.

not attach any stress to that point in relation to guardians in particular. There is the general experience that public life is not attracting the best of our men into the public service. One feels the same of the city council, that the men are not prepared to make those sacrifices to-day that they were years ago. I do not want to make out that the younger men are worse than the older ones, but still that is the simple truth.

43749. An extension of their duties by casting more upon them will hardly remedy that state of things, will it?—I think that the answer to that is rather a negative answer—that the more you take from the Poor Law and give to other agencies of what I call the higher duties, leaving the residuum of the duties to the guardians, the more you are likely to degrade the guardians, and the less likely are you to improve the class.

43750. As the state of things is now, you think it would be worse if more was taken away?—Yes. Take away from me what I have loved in Poor Law work with reference to the infirmary and the children, and leave to me the drags of society, and I would leave the Poor Law tomorrow. And I am only an illustration of what probably other men feel.

43751. (*Mr. Gardiner.*) In your experience as a city councillor, have you been on the management committee of your infectious hospitals?—No. That is the health committee's work. But I am familiar with that work.

43752. Could you give us any opinion as to the level of administration attained in, say, an infectious hospital when compared with a workhouse infirmary?—That is rather an invidious question. I should say that the work of the Birmingham infirmary is at least as well carried on as the work of the scarlet fever hospital or the small-pox hospital under the health committee. I should think that the supervision would be better, because their hospitals are rather more trusted to the professional element in them than we care to trust our department.

43753. Therefore, on the whole, you would expect—I do not say it is the fact—that the workhouse infirmary would be better?—I would.

43754. Can you tell us anything as to the comparative cost?—No, I cannot.

43755. Have you never gone into that?—No, and I do not think anybody else has. I do not know whether they know themselves.

43756. Not as regards the buildings, for example, apart from maintenance—that I suppose they would know?—The buildings would exceed in cost per head anything that we have done under the Poor Law; there is no doubt about that. All corporation buildings are more expensive than Poor Law buildings in my experience.

43757. Would this be a fair question? Supposing the Birmingham infirmary is up to a reasonable standard, then would the corporation hospital be above that standard?—In cost? Yes, I should think so.

43758. And the citizens as a whole do not mind?—One cannot say. They grumble at everything, don't they? Certainly if you speak of infectious hospitals, and if you speak of the provision for lunatics and mental diseases, my opinion is that their expenditure is excessive judged by my own stand point of experience and of what might be done. My friend, who was examined before me, and myself are both of us engaged on a new experiment, and we are hoping that we shall come out with the minimum of expenditure and the maximum of efficiency.

43759. As regards the application and report book, do you think it would be a good thing to have an additional column in which should be inserted the name of the landlord of the house in which the applicant resides, and perhaps the name of the agent who collects the rent? I should not ask the question only you have been thirty years a guardian and it would be useful to know your opinion?—I think it would be very useful to have that on the book. Nobody knows anything about the landlord, but the agent they know.

43760. Have you come across cases where guardians have been known to sit and grant relief to their own tenants?—I do not know of any cases.

43761. Have you never heard, in your great experience,

of a member of a board doing that?—No. I do not think if any case came before our board—

43762. I am not referring to your board, I am referring to your experience as a member of the association?—I have never heard of such an illustration given. I can conceive it possible, but I have never come across it in my experience. The nearest one comes to it is that persons may promote applications within the district for which they have stood as representatives. That is sailing very near the wind, I think; I should avoid it myself as far as possible, and I should prefer some other guardian undertaking such a case.

43763. (*Dr. Downes.*) How many beds have you in your infirmary?—Roughly about 800 medical and surgical beds.

43764. Have you ever reckoned up the number of beds in the voluntary hospitals in Birmingham?—Roughly speaking, we have about double the beds in the Birmingham infirmary that they have in all the hospitals in Birmingham. I could not give you the exact numbers, and I am only speaking generally from memory. I think in the general hospital there are about 300 to 350 beds.

43765. The general hospital has 346 beds, and Queen's Hospital has 143, as a matter of fact; so that the Poor Law has provided nearly double the number that the general hospitals have?—Yes, but we have got one or two other general hospitals besides those.

43766. And one or two special hospitals?—Yes.

43767. Regarding the matter purely from the point of view of the treatment of the sick, and leaving the Poor Law element out of the question for the moment, do you consider your infirmary has filled a gap in the hospital provision for Birmingham, or that it tends to fill a gap?—Distinctly so. We have continual evidence of that, more particularly from the general hospital. They have to refuse cases because they have not beds for them, and our committee have been sore at times at what they consider a want of consideration on their part. However, I do not blame them in any way, but it is the fact that we have the over-plus thrust upon us.

43768. Has there been any voluntary effort to fill that gap in Birmingham?—No.

43769. Is the portal to your infirmary still the workhouse?—Practically not. Three-fourths of the cases come direct. Our disposition as a committee now is to make the central office the investigating medium, as they have all the facilities for it there, and to take their order and the order of their district medical officer as a sufficient sanction for entry. There have been dangers. For instance, we have narrowly escaped one or two scandals by the period of detention between the entry to the workhouse and the time of reaching our infirmary. We have run very serious risks at times, and the committee have felt it desirable to run that risk as little as possible. Of course the casualty cases that come frequently come from outside, and they always come in direct, night or day.

43770. Do you know whether your infirmary order provides for the admission of urgent cases and casualties?—No, it does not. On a technical legal point it is illegal.

43771. Is there any clause authorising the officer in charge to admit a case in cases of urgent necessity? There is in many infirmary orders. I do not know whether you are acquainted with your own?—Yes, I am; but I do not think there is such a provision. It is a demand that has come upon us more frequently in the last four or five years, and we have felt that we dare not refuse such cases whether police-brought, or whether brought from the works around us.

43772. Have you ever felt any difficulty from the want of such a clause in the order?—No.

43773. You have acted without it, and nobody has ever questioned it?—That is so.

43774. (*Mr. Bentham.*) In Paragraphs 29 to 32 you refer to the amount that is given in outdoor relief, and in your opinion you say that is inadequate in the case of widows; that is a matter entirely in the hands of the board, is it not?—Entirely.

43775. What is the reason that the relief is given inadequately?—I cannot tell you. The only thing is

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Number of beds in Birmingham Poor Law and voluntary hospitals.

Value of Birmingham separate infirmary.

Proportion of admissions to infirmary through the workhouse.

Question of power to admit cases direct to Poor Law infirmary.

Inadequacy of out-relief to widows and children.

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Manton.

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Inadequacy
of out relief
to widows
and children.

that there seems to be a sort of tradition that 1s. and a loaf is quite sufficient to keep a child on. During the last four or five years, or the last three or four years, they have had in the winter time 6d. extra; at least, the committees have been encouraged to give it.

43776. Is it given in this way on account of the expense?—Yes.

43777. Has there been any strong attempt to break that down? Seeing that there is a thorough inquiry made, it should not be possible for any widows to be in receipt of relief who are not deserving of a higher scale of relief? Or how was it that the attempt has failed, if there has been one?—I could not answer you. I do not think there has been any determined attempt before the board to alter it.

43778. You mean to raise the amount?—Yes.

43779. Therefore it is a general opinion evidently that the relief given meets the case?—It is assumed that there are other sources of help, and that the Poor Law help is only contributory. I think that is often wrongly assumed. On the face of it, it does not appear that 1s. and a loaf is sufficient to keep a child, especially when you consider that the rent has to be paid in some way.

43780. Has the action of the neighbouring boards of guardians anything to do with that scale?—I think so.

43781. So that one board does not raise its amount because the other is low, and it therefore might attract people into the first board's union?—Yes.

43782. In Paragraph 35 you refer to the supervision of the central board; I suppose you mean the Local Government Board?—Yes.

43783. And you suggest that it has had a paralysing effect in many cases; in what way were you thinking of that?—I do not know that I had any particular reason in my mind when I wrote those words; but it has been the habit of clerks, for instance, to say: "You cannot do that sort of thing; the Local Government Board will not allow it." I have never had much difficulty myself, because if a thing has been right to do, I generally advocate its being done, and leave the thing to settle itself after.

43784. You feel that you have been restricted somewhat by the regulations?—Yes.

43785. But you could not say in any point of importance that you have been deterred from carrying out the reform because of a fear of the Local Government Board?—I have said so later on in paragraph 39, speaking of my own experience. I have always found the Local Government Board right enough, if you get at them the right way.

43786. You have usually got all that you wanted, I suppose?—We took it first, and got it after generally.

43787. Then really the effect has been that the action of the guardians has paralysed the Local Government Board rather?—No, it has electrified them.

43788. You also say that you would like to have more control over the officers; what officers were you thinking of in particular—your relieving officers, or the clerks to the guardians?—That was rather written in harmony with the general feeling which has been expressed by the association for such control. It does not affect us very much, nor does it affect you, no doubt, who are, like us, in a large urban area, because the question of appointment by the local Government Board has been—what shall I say? I was going to say dodged—but it has been limited by the practice of appointing assistants. Many of our assistants, or subordinate officials, being appointed under Orders, we have not been hampered by the consent of the Local Government Board; for instance, nurses in the infirmaries do not require consent, and such officers as those. But among the members of the staff, in regard to what are called Local Government appointments, I have felt myself a difference between such appointments under the Poor Law, and a similar class of appointments under the municipal authority. I have known cases where the fact that an officer could fall back upon the Local Government Board has been to the detriment of that officer. He has remained in the employ of the Board longer than he would have done, and a case has ultimately been made against him which

would never have been dreamt of if they could have parted on mutual terms without any such reference to London. On the other hand, I have never known officers who were under the control of the municipal authority who have been improperly or unfairly or unjustly sent about their business. The very fact that they were at the mercy of the committee, whose servants they were, has tended rather to protect them than otherwise, whereas the fact that a servant was the servant of the Local Government Board as well, has had rather an irritating tendency—"Oh, if you fall back on the Local Government Board you can take your relief there"—that is the effect of it.

43789. Then you would not agree to having a service of relieving officers and higher officials who should be directly under the control of the Local Government Board?—No.

43790. And subject to removal by them from place to place?—As now, or do you mean as a national service?

43791. As a national service?—I do not agree with that at all. They are getting too powerful as they are.

43792. You would have all the officers local officers?—Yes.

43793. Do you mean that the officials are too powerful as they are?—They are getting too powerful.

43794. You have referred also in Paragraph 37 to the question of the Feeding of Children Order. You say that if the guardians had fed the children, and then followed them to their own homes and found the reasons neglect, etc., much might have been done to punish the parents and bring them under the notice of the justices. Is that not actually what did take place?—No, it is not. They had the application from the head teacher in our case; that was the person selected by the education committee to make the application.

43795. What did the guardians do?—The application was made, and the guardians at once sent them certain forms to fill up. There was a considerable amount of red tape in it.

43796. Sent whom the forms—the parents?—They were sent to the head teachers who made the applications. They had to fill up certain forms, then the forms came back in due course, then the case was visited and reported upon, generally to the effect that the children did not want food, and that the father and the mother said there was plenty of food, and so on. Then the case went back to the head teacher, and nothing was done. That would perhaps take a fortnight or three weeks to do.

43797. The sending of those forms back to the teacher to be filled up was the action of the guardians, was it not?—Yes.

43798. Why did they send them; what was the object?—I said the result was that they set up a routine of red tape, which defeated any attempt to deal with the children properly.

43799. But that was in the hands of the guardians?—It was.

43800. Therefore, they created their own trouble?—They did.

43801. Then the sole reason for the failure was the way the guardians did it?—It was to a large extent. Then the Local Government Board process of recovery was through the county court.

43802. (*Sir Samuel Provis.*) There was no provision in the Order as to the mode of recovery; it was in the statute?—The county court was in the Feeding of Children Order.

43803. It is not in the Order, it is in the Act?—Pardon me. They went under the Order to the county court before the Act was passed; they have not touched the Act yet.

43804. The old Act provided for the mode in which relief might be recovered, and there is nothing whatever in the Order which prescribes the mode in which it is to be recovered?—All I can say is that the action of the guardians was to go to the county court in several cases, and they dropped that. I supposed that it was in the Order.

Need of
greater con-
trol by guar-
dians over
their officers.

Objections to
national
service of
Poor Law
officers.

Feeding of
School
Children
Order, its
operation
and failure in
Birmingham

Mutual
influence of
neighbouring
boards of
guardians on
their scales of
relief.

Question of
excessive
supervision
of guardians
by Local
Government
Board.

Need of
greater con-
trol by guar-
dians over
their officers.

Finding of
School
Children
Order, its
Operation
or failure in
Birmingham.

43805. (*Mr. Bentham.*) You say the numbers dwindled down to very few; was that because they did not need feeding in the opinion of the guardians, or in the opinion of the relieving officers who visited the cases?—The statements given by the responsible committee was that in a number of cases which they visited they found that there was not a necessity for feeding. The head teachers on the other hand, say that the fact of the non-feeding was there still, and that the guardians had believed the simple statements made by the father or the mother, and had come back and reported that the children were properly fed and there was no need to feed them. But the head teachers still held their views. I saw the question from both sides—the side of the education committee and the side of the guardians. The education committee's servants said there was no doubt the children were not fed; the guardians said, "The parents tell us the children are properly fed, and there is an end of our work, and we will not go any further."

43806. There are a great many of these widows who are getting the 1s. and a loaf for the child and nothing for the widow herself, who are sending their children to the public elementary schools?—Yes, there are.

43807. Did the guardians do anything to give those a meal a day?—I believe not; it was only given to children with two parents.

43808. It was not given to those who were in receipt of relief?—No.

43809. Was it held that in the case of widows their children were properly fed?—They had no application on their account that I know of. The applications were confined to those who had two parents.

43810. Did not the teachers send in the names of those children who were underfed, apart from whether they had parents or not?—I think not.

Effect of
Workmen's
Compensation
Act on
unemployment.

43811. With regard to a question that has been put earlier upon the effect of the Workmen's Compensation Act, most employers insure against the compensation, do they not? I mean, under the Act which is at present in force ordinary employers usually insure against claims?—Yes. We have so insured.

43812. I do not mean boards of guardians; I mean that ordinary employers insure against claims under the Compensation Act, and in those cases they fall back upon the insurance company if any claim is made against them?—Yes.

43813. Then could you tell us in what way the Compensation Act has induced employers not to employ men who are getting on in years, because that has been held to be the effect of the Compensation Act?—I have been informed, and have formed the general opinion, that men are discharged from employment at an earlier date, or at such a date as their factor of efficiency, if I may use the expression, has become reduced, partly, and sometimes chiefly, on the ground that they are less able to escape injuries, or more likely to incur injuries, and therefore possibly may make a claim for compensation.

43814. Seeing that the employer is insured against it, and that he does not pay the compensation money, how is it that he is more susceptible on this point now than he was before the Compensation Act, when an accident might happen and he might be called upon to pay, not by

law, but morally, for an accident which happened in his works?—I suppose it is because insurance offices only pay claims where they are satisfied that there is liability, and fight all claims where they see a chance of escape. All that the insurance people do is to protect the employer from any claim that may be made upon him.

43815. But the insurance company do not lay down any rule that they shall not employ men who have got to a certain age, do they?—They do not lay down that condition, but they discourage the employment of men who may bring claims upon them.

43816. The insurance company do?—Yes.

43817. In what way?—I cannot tell you in what way.

43818. I have never heard of it. I cannot tell you, any more than that there is a general feeling abroad that that is so. It is given as one of the causes why men are thrown out of the labour market at an earlier date. That is all there is, and I tell it to you for what it is worth.

43819. Is it more than a general impression, do you think, without any data upon which to form the opinion?—I have not the data, and therefore I cannot say what the data are.

43820. You cannot get any data on the point?—No.

43821. (*Mr. Lansbury.*) On that point do you not think that what really happens is that an employer, when he is shortening hands, knocks off those men who are becoming least efficient in minding the machinery or tending the machinery, and that sort of thing—that a man does not really get dismissed because of the liability of compensation in case of accident, but because modern industry needs activity, intelligence, and all the rest of it, and you get that more keenly between the ages of twenty and forty than you do afterwards?—That is so. That is the commercial side of it—that he wants the best human machine he can get. But replying further to the question put just before by Mr. Bentham, it occurs to me that while there may be no direct data for the impression which is certainly held that such things do happen, this is certain, that no employer wants to have accidents in his place, and therefore he naturally eliminates from his employees those workmen or workpeople from whom such accidents are most likely to arise.

43822. The only point is that he would do that whether there was a Compensation Act or not?—Yes, I will admit that. That is the more broad view of the position.

43823. About those public-spirited citizens who do not come and take part in public affairs, is that not due rather to the fact that, here again, modern social life has undergone a tremendous change, and that within your city of Birmingham most of the well-to-do people who get their money from the city live away, and simply use it as a means of getting money?—I have no doubt that that is one cause of it. Thirty years ago many of those people engaged in public life lived within the city bounds; now they live from 5 to 10 or more miles away. That is quite true.

43824. Therefore there is not the inducement to look after the civic life of the place that there was when they were part and parcel of it?—That is so; and in their own commercial circumstances there is a greater demand upon them for their own interests.

Mr. SENIOR FOTHERGILL, called; and Examined.

43825. (*Mr. Booth.*) You have prepared a statement for us which we may take as your evidence-in-chief, I think?—Yes.

(*The Witness handed in the following Statement.*)

Appointment
of super-
intendent
relieving
officer at
Birmingham
and results
of adminis-
tration.
Diversity of
trades
relieves
Birmingham
poverty.

1. I was first appointed relieving officer in the Dewsbury Union in March, 1880, and in September, 1883, I received the appointment of Superintendent of the Relief Department of the Parish of Birmingham, which position I still occupy.

2. The history of the change in administration which then took place and its results are recorded in the pamphlet which I enclose. (*See Appendix No. XVI. (A)*)

3. Employment is usually good in Birmingham. Trade depression is not so acutely felt as in some large towns. There are a large number and variety of trades in which

the people are engaged, and it is very rare for the members of one family to be occupied in only one branch of trade; therefore when one trade is dull another may be brisk, and poverty does not become so general as in some other towns.

4. The last time the guardians had a labour-test yard open was in 1883. Since then there have been several Mayor's Funds raised in times of exceptional distress, trade depression, or long-continued severe weather. The people prefer to receive help from this source rather than of relieving from the guardians. It may be because a fund raised in an emergency is usually not dispensed with much discrimination. In recent years the Corporation have found work for a limited number of men in the parks, and on the sewage farms, etc., the men receiving the usual rate of wages, which is far in excess of a test-labour

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Manton.
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Diversity of
trades
relieves
Birmingham
poverty.

Attitude of
modern
industry
towards
employment
of middle-
aged.

Effect of
Workmen's
Compensation
Act on unem-
ployment.
Decreased
status of
guardians
and causes.

Mr. S.
Fothergill.
11 Mar. 1907.

Mayor's
Funds,
municipal
works, etc.
as methods
of relieving
unemployed.
Town
council
regarded as
relieving
authority for
able-bodied.

Mr. S.
Fothergill.

11 Mar. 1907.

Need of
cross visitor
in populous
unions.

Cases
suitable for
in and out-
relief.

Class of
persons
applying for
relief.

Causes of
pauperism.

Status of
guardians
and effect of
Local
Government
Act, 1894;
political
influence in
local
elections.

Relief
committees,
etc., in
Birmingham.

Birmingham
relief rules
and results
thereof.

Birmingham
"slip"
system.

Proposed
reforms:—

Greater
uniformity
of adminis-
tration.

Illegitimate
children to
maintain
their
mothers.

Power to
give
temporary
loan out-
relief to
able-bodied.

Power to
give loan out-
relief to
able-bodied
paupers on
discharge
from
workhouse.

Labour
colonies for
the able-
bodied, etc.

Power to
remove
certain
classes to
the
workhouse.

scale; thus able-bodied men now look to the Corporation rather than to the guardians to find them employment at such times.

5. My appointment and that of a cross visitor in 1883 was looked upon by the guardians as an experiment; I am of opinion that a cross visitor is essential to efficient administration in large and populous towns.

6. Drunken, idle loafers, criminals and vicious persons should be relieved only in the workhouse, and the sober, industrious, thrifty and well conducted should have outdoor relief. Relief administration strictly carried out on these lines is educational, commending the one class of persons, and condemning the other.

7. The classes of persons applying for relief consist of aged and infirm persons, widows with families, orphan and feeble-minded children, sick persons and all sort and conditions from lodging-houses and furnished rooms.

8. Pauperism is caused by old age and inability to work, death of husband or father, sickness and infirmity. The largest factor in the production of pauperism is drink, sport, betting and improvidence.

9. Of those who seek election as guardians, some are large employers of labour, many are in a small way of business. The *personnel* of the board is very different since 1894. There is little interest now taken in elections, the reason, perhaps, being that in all the wards where three guardians are elected the three political parties have agreed to select one candidate each; it is almost impossible, therefore, for an outsider to get elected. This method of selection does not, perhaps, secure the best candidates and may not promote good administration.

10. Outdoor relief is administered by four relief committees and the parish is divided into four relief districts. The relief staff consists of a superintendent, four relieving officers, one assistant relieving officer, a pay clerk and cross visitor, two district medical officers, a dispenser, and two collectors to the guardians.

11. The board adopted relief rules in 1883, which were amended in 1894. The result of strict investigation and consistent adherence to the rules from 1883 to 1893 is shown in the pamphlet on page 2. (*Appendix No. XVI. (A).*)

12. The slip system is in use, and the information obtained is brought up to date on each occasion when the case is re-considered. It is the case-paper system in miniature.

13. The following are reforms in the law suggested to me by my experience:—

(a) Relief regulations and rules should be uniform in all unions and parishes.

(b) The guardians should have power to compel an illegitimate son to contribute towards his mother's support when she becomes chargeable.

(c) The relief regulations should be more elastic, *i.e.*, power should be given to relieve an able-bodied man for a short period in exceptional times of trade depression or long-continued severe weather, the relief to be given on loan, and, if paid, no disability to attach to the recipient.

(d) In like manner an able-bodied man who enters the workhouse with his family must now leave it as destitute as when he entered.

(e) Out-relief might be given on loan for a short period to give the man an opportunity of becoming independent again. I have known cases of able-bodied men, who, receiving relief during illness, were on recovery given a few shillings by the members of the committee out of their own pockets, with most gratifying results.

(f) Industrial colonies should be established for large areas where guardians could send able-bodied men, loafers, and the disreputable; likewise a man who frequently deserts his wife and family should be committed to such a colony rather than to prison. The discipline, habits and industrial training acquired there should fit them to start afresh in life and, with the view of encouraging them to do so, rewards for good conduct and industry might be given to enable those who were willing to support themselves until they found employment.

(g) There should be some power to compel persons living under insanitary conditions or unable to properly care for themselves, to enter a workhouse.

(h) The process for the recovery of relief under the Poor Laws should be simplified: for instance, the procedure for the recovery of arrears under the Bastardy Acts is more simple and effective. Simplified recovery of relief.

(i) Large towns should be formed into centres for the training of relieving officers, and persons appointed to this office should possess a certificate of qualification. Better training for relieving officers.

(j) Guardians should not sit upon the relief committee of the ward for which they are elected. The reason for this is obvious. Guardians not to administer relief to constituent.

(k) Relieving officers should not remain in the same relief district more than, say, five years. Rotation of relieving officers.

(l) I am of opinion that the word "inadequate" in regard to relief is an unfortunate word to use, as it conveys to the ordinary mind more than sufficient. Suppose, for instance, that 5s. per week is considered adequate relief for an aged person. It is very rare indeed for a member of a friendly society who is receiving 5s. per week from his club to make an application for parish relief; if, therefore, that amount of relief was given to a person who is not in a club, and who has not exercised any thrift, it would violate one of the fundamental principles of the Poor Law by placing such a one in the same position as the independent member of a friendly society who had exercised thrift. Objections to express "inadequate" relief.

(m) Guardians should have the power to apply to the magistrates for an order of maintenance upon the children of aged and infirm persons who are unable to maintain themselves, although not chargeable, so as to preserve their independence, and such orders should be enforceable by the guardians if the person subsequently becomes chargeable to the parish. Power to guardians to obtain maintenance orders for persons prior to chargeability.

(n) The law of settlement should be simplified. Settlements should be retained in divided parishes. The union and not the parish should be the basis of settlement. The settlement of children under sixteen years of age should be that of its parent up to that age, and orphan children under that age should be able to acquire a settlement. Disputed settlements should be decided by the Local Government Board instead of the Law Courts, on the ground of economy. Reform and simplification of law of settlement.

(o) The Outdoor Relief (Friendly Societies) Act, 1904, should be extended to other kinds of thrift. Extension of principle of Outdoor Relief (Friendly Societies) Acts.

(p) Army pensions should be paid at much shorter intervals. These are the principal suggestions I have to make. More frequent payment of army pensions.

14. The Local Government Act, 1894, has brought a class of guardians who are less able to withstand the pressure of neighbours and friends, and consequently the tendency is to disregard relief rules, and favouritism is more common. Since 1894 there has been a continual increase in the number of paupers and the cost of relief. Effect of Local Government Act of 1894 on status of guardians and administration.

15. There should be some means of equalising the burden of pauperism in towns situate like Birmingham, which is administered for Poor Law purposes by three boards of guardians. The burden can so easily be removed from one union to another, frequently by only one day's residence, and the union occupying the centre of the town often suffers by the constant gravitation of destitute persons coming from the neighbouring unions, and of those in like manner being admitted into the various hospitals and subsequently becoming chargeable to the parish. This injustice would be removed if the whole town was either one union, or if the indoor poor in the several unions were a charge upon a common fund. Need of equalisation of poor rate in municipal areas containing more than one union.

16. My next point is not, correctly speaking, connected with Poor Law, but I believe if put into operation it would prevent many persons from becoming paupers. The establishment of municipal working men's savings banks, wherein small sums bearing interest might be deposited, would encourage habits of thrift, and, by advancing loans to working men in times of distress or trade depression, would enable them to tide over the difficulty and preserve their independence. The working man worth saving would prefer such assistance to charity or relief. The business man can negotiate an overdraft at his bankers in times of pressure or difficulty, but the working man has no such means at his disposal: he must Proposed municipal savings banks.

either dispose of his home or lose his independence, which involve the gradual but sure deterioration of his character.

43826. (*Mr. Booth.*) With regard to Paragraph 4, have you any evidence that persons in receipt of relief received assistance from the Mayor's Fund?—No, I do not think so.

43827. Then they are almost different classes that are reached in the two ways?—Yes; it is a higher class than usually comes to the parish who accept assistance from the Mayor's Fund, and the majority of them would not apply for relief from the guardians.

43828. Have you considered with regard to cross-visitors whether it is desirable that the cross-visitor should be, at any rate in some cases, a lady?—I think if you get the right persons ladies would make very good cross-visitors.

43829. Do you think that in some ways the two views—the view of a man and the view of a woman—combined would be worth more than the view of one of them?—In some cases that would be so; perhaps particularly in dealing with females you would have an advantage in having a woman-visitor.

43830. In Paragraph 7 you refer to persons living in lodging-houses; are those all privately owned, or have you any provided by the municipality?—The lodging-houses are all provided by private enterprise.

43831. Is any of this lodging-house accommodation provided, for instance, by the Salvation Army?—No, but the Church Army have a labour home where a few men are lodged.

43832. The Salvation Army have in various places what are called shelters; have they any of those in Birmingham?—No.

43833. I think we should like to know more about the political influences in the election of guardians in Birmingham. I suppose politics do play a great part in Birmingham in everything; but do they play a part especially in regard to guardians' elections?—I cannot say that they play a greater part than is necessary, considering the way the guardians are selected. In the first place, as I have told you in my Statement, in all the wards where three guardians are elected, one of the three political parties select a candidate, and I think there is no doubt but what that has some effect after the election. It is difficult to say exactly to what extent it affects the action of the guardians.

43834. That is the way in which the political struggle ends, in some sort of pact. Is the third party the Socialist party?—No; the three parties are the Liberals, the Liberal Unionists and the Conservatives.

43835. Are the Liberal Unionists a separate party from the Conservatives?—Yes; but they unite for political purposes.

43836. Are there no Labour representatives?—They do not come on to the board in the name of Labour representatives. There is a number that are what you might term working-men, who under ordinary circumstances would be designated Labour candidates, but they are selected by one of the political associations or they do not stand much chance of being elected.

43837. The Labour party are not organised there, then, as a political body?—As a party, no.

43838. In Paragraph 13 you make certain recommendations; under what authority would you propose that the industrial colonies should be established—would you say under the authority of the guardians?—Yes.

43839. With regard to the relief on loan, in Paragraph 13 (c) about which you say that if repaid no disability should attach to the recipient, do you mean that if it is not paid disability would attach to him?—Yes. It would assume the role of ordinary relief unless it was paid. The idea of that suggestion was to prevent homes from being broken up.

43840. In addition to the losing of the vote would a loan be refused another time to the individual who had not repaid it?—If that was repeated from time to time it seems to me that you would have to take that into account, especially if the person had been in a position to repay but had not done so.

43841. I do not know whether it has been done or whether you have experience as to whether they do it as a rule?—As to repayment in ordinary cases I am afraid that very little is repaid, but what one imagines in a case of that sort is that you would reach a class a little above those whom you deal with now. It is a matter of preventing them dropping down into the ordinary pauper ranks.

43842. You hold them up for a while at any rate; but if you cannot collect the loan it does not amount to much, does it?—It becomes rather a farce, then, does it not?—No, I think not. You would deal with a class of persons that you could collect from. Persons who were in difficulty through no fault of their own, as, for instance, where their trade had been displaced. I think under those circumstances you would find many a one who, if they knew the guardians could assist them for a short time, under those conditions you would have a class of people who would repay.

43843. Yet would they not be demoralised by approaching the Poor Law?—I do not think they would be demoralised, seeing that they would pay for the relief they received.

43844. Provided they do pay?—Quite so.

43845. Do you think the organisation of preventive effort would be better done by a separate committee?—Perhaps it might be. There is this to be taken into consideration, that there are the Distress Committees which deal with persons who are out of employment.

43846. You evidently wish to make it so that people of a rather more respectable class should not shrink from application, do you not?—What one feels is that there is something necessary in order to prevent workmen from dropping into the ranks of paupers and perhaps losing their homes, because if they do so it is very seldom they ever regain them. It seems to me that it would do some good in that direction.

43847. Would it not be more efficacious if it could be done by a different authority altogether?—Yes. To keep people away from the parish is the better way, there is no doubt.

43848. (*Mr. Benthams.*) In your recommendations, Paragraph 13 (o), you say that the Out-Door Relief (Friendly Societies) Act, 1904, should be extended to other kinds of thrift; what other kinds of thrift had you in mind?—One kind that I have in mind is this: We will suppose a man has worked for a life-time for one employer and that employer as a reward for an industrious life should give him, say, 5s. a week, and that is inadequate to supply his wants. If he should make an application to the parish it seems to me that that man who has led a commendable life is a species of case where you could extend the operations of the Friendly Societies Act. You might take another instance. In many parts of the country you have building societies where working men put their small amounts week by week and perhaps save sufficient money to purchase a house. Supposing the rent of the house is 5s. a week and that man had no other income it seems to me that that would be a species of thrift that one could commend and recognise in the same way as you do under the Friendly Societies Act.

43849. In both the cases you would attach the condition that they had not sufficient to live upon, would you not?—Quite so.

43850. That is that the 5s. pension was inadequate in the first place, and that the mere shelter which the man had provided himself was insufficient for his maintenance in addition?—That is so.

43851. Are not both those eligible now? What is to prevent relief being given to both these cases now? As I understand, you cannot compel a person to realise his assets?—What I mean is that in estimating what you will do for that person that amount should not be taken into account, just the same as you do not take into account the 5s. which he receives as a member of a friendly society.

43852. The guardians may or may not, and they may or may not do so in these two cases; is that not so?—Not in regard to the Friendly Societies Act. In granting relief to the members of such societies the guardians shall

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Proposed loan out-relief to able-bodied men with families with no disfranchisement, or repayment of loan.

Question of giving the guardians or a separate authority functions preventive of pauperism.

Question of extending Outdoor Relief (Friendly Societies) Acts to all forms of thrift.

Mr. S.
Fothergill.

11 Mar. 1907.

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not take into consideration any sum received from a friendly society except so much as shall exceed 5s. a week.

43853. But who is to prevent the guardians doing otherwise?—The law says you must not. If the guardians are law-abiding subjects they would not take it into account.

43854. There is no penalty and it is really optional. It is intended that they should not take it into account, but there is nothing in the law to prevent you ignoring these other two incomes that you have mentioned, that I know of?—There may not be any penalty, but still for all that it is not recognised by law as it is recognised in the Friendly Societies Act and, it seems to me that a man who by a life of industry and good conduct so secures the favour of his employer that he recognises him to the end of his days after he is unable to work; and also in the other case that the man who has been thrifty until he has built his own house—that these men are both to be commended rather than the man who has had equal opportunities of thrift and has exercised none whatever.

43855. It is really not a question of the reward of merit, is it? It is more a question of relieving necessity?—Yes, it is a question of relieving necessity; at the same time the question arises as to the merit of the person and as to the life the person has led—whether he has led a deserving respectable life or not. Both alike have to be relieved if they are destitute, but I would discriminate—according to the character of the person you are dealing with.

43856. What you claim is that preferential treatment should be given to those people who have been good citizens?—I do so for the reason that I think relief should be an educational medium; it should educate the people to be respectable and deserving citizens.

43857. To those who do not need relief, but have been meritorious, you would not grant relief?—Their satisfaction is the consciousness of being able to provide for their own wants.

43858. Is not the effect of this Friendly Societies Act to encourage people to come to the Poor Law and ask for relief, whereas if there had been no such provision made they would have felt satisfied that they had this contribution from the friendly societies as the result of their own thrift, and that they were altogether above the position of a pauper; but this provision has really tempted them to come and seek Poor-Law relief in addition? Do you hold that view?—No. Since that Act was passed in 1904, we have had only two applications, and I am quite certain before that date we had an equal number.

43859. Then really it is a very small point, and does not weigh in the great question of relieving poor people?—It is a small point if you take the numbers that have applied. Of course it may be different in other places. But my opinion is that anything you can do in order to induce people to live honest, sober, industrious and respectable lives it is in the interests of the community to do it.

43860. Do you think giving them relief does that?—I do not think giving them relief at all will do that. I am merely advocating that the principle that has been passed by the Legislature should be extended to people who are equally deserving with those to whom the law now applies.

43861. (Mr. Booth.) That is to say, if done at all, you would not limit it to the friendly society form of thrift?—Precisely so.

43862. You would rather not do it at all, I take it?—If you had asked me this question before the Act was passed in 1904, I should have replied yes.

43863. (Mr. Gardiner.) As regards Paragraph 13 (i) where you refer to making large towns centres for the training of relieving officers, would you kindly tell us what kind of scheme you would have for the training of relieving officers?—It seems to me that a man if he were placed in a large town similar to Birmingham where you have a staff of relieving officers, would be able to acquire the knowledge which a relieving officer should possess by assisting the other officers, and particularly he would acquire a knowledge of the books to be kept, the method of enquiry and engage in the practical work of the office by visiting with them, and would thereby qualify himself for taking up the position himself. An officer who is now appointed

has practically to learn his duties after he comes into the work, and there is no qualification or preparation for it.

43864. As regards the certificate of qualification, what would that be given for?—It would be a certificate of qualification say, for a relieving officer.

43865. Would it include a knowledge of the theory of Poor Law relief?—It would include the law in regard to Poor Law relief, the Orders of the Local Government Board, and also of the books that have to be kept.

43866. And then he would be certified in the same kind of way that a sanitary inspector is certified?—Quite so.

43867. Would you make the possession of the certificate obligatory before a man could become a relieving officer?—I do not think that you could very well tie the hands of the guardians to appoint a man who had got a certificate. I am afraid guardians would not accept that position. But I do think that in course of time, especially in the case of the larger boards, guardians would prefer to appoint a person who had some qualification over one who had none.

43868. The Local Government Board might not give their sanction, unless he had such a qualification perhaps?—That might be.

43869. Would you like to see that idea still further developed, and a public service of Poor Law officers established similar to the National Union of Teachers?—I should.

43870. Do you think such an organisation might get too strong for boards of guardians?—I do not think so.

43871. The teachers are getting a very strong body, are they not, in all manners of ways?—The teachers, you see, are all of one class and of one position. The variety of classes and positions in the Poor Law service, it seems to me, would be a hindrance to that.

43872. You do not think they would take a part in the elections for example?—No, I do not think so at all.

43873. In your local elections you have, of course, known cases where the teachers have exercised a very large influence, in a particular school board election, for instance?—Yes, I have.

43874. And that is one of the reasons why school boards have disappeared, of course?—I could not say.

43875. (Mr. Bentham.) With regard to the scale of relief, it has been stated that the scale of relief is rather low to what do you attribute that?—Do you mean the scale of relief generally, or the scale of relief in Birmingham?

43876. In Birmingham. Take widows and children. The amount of relief given is certainly less than, in the absence of other known means, these people can subsist upon. We have had various reasons stated to us why the relief is so low. What is your opinion about it?—I should say that perhaps the earnings of widows are higher in Birmingham than in most places. There are a great many occupations in which women's labour is used, and it is very probable that the amount of relief has been fixed having regard to the question of the amount that a widow can earn. I don't consider the relief is low taking into account other income. The out-relief in this parish is equal and in some cases more than the amount given in some of the surrounding unions and that no doubt influenced the guardians in fixing the scale of relief.

43877. (Sir Samuel Provis.) Do you remove cases as between the different parts of Birmingham?—Yes.

43878. Is there much expense in that way?—There are five officers continually at that work in the three unions.

43879. Five between the three, do you mean?—Yes.

43880. So that if the whole town were made into one union, you would get rid of that difficulty?—Yes; but unless that were adjusted in some way, in all probability the union which occupies the centre of the city would suffer.

43881. I am supposing it was all one union?

43882. (Mr. Gardiner.) And that the three boards were made one?—Yes, of course. We removed 284 persons last year; 215 of those were removed to the two neighbouring unions of Aston and King's Norton.

Scheme of training for relieving officers, with certificates of qualifications, etc.

Proposal of public service of Poor Law officers.

Low scale of relief at Birmingham and effect thereon of scales of relief in surrounding unions.

Removal of cases between the three unions in Birmingham and question of amalgamating such unions.

Effect of Outdoor Relief (Friendly Societies) Acts on encouraging applications for relief.

Question of extending Outdoor Relief (Friendly Societies) Acts to all forms of thrif.

Scheme of training for relieving officers, with certificates of qualifications, etc.

43883. (*Sir Samuel Provis.*) So that the great bulk of the removal is between the three unions?—Yes.

43884. You suggest that a relieving officer should not be more than five years in his district; that would involve a good deal of expense, would it not, because he would have to move every five years?—I suggest that for this reason: The relieving officer gets so accustomed to his district and to his people that he is liable to perform his duties with less thoroughness. This is sometimes emphasised when a new appointment is made to a district where an officer has been in charge many years. This has led me to think that if there was a change of officer more frequently the work would be done more efficiently.

Mr. WILLIAM FAWKES, called; and Examined.

43888. (*Mr. Booth.*) You are the Clerk to the guardians of the Northampton Union?—I am.

43889. You have prepared a statement for us which we may take as your evidence in chief?—Yes.

(*The Witness handed in the following Statement.*)

1. I have been clerk to the guardians and superintendent registrar of births, deaths, and marriages for the past ten years. I am a solicitor clerk to the Church Charity Trustees of the town and have for nearly forty years been associated with the work of one of the local friendly societies.

The Social and Industrial Conditions of the Union.

2. The displacement of manual labour by the introduction of machinery in the staple trade (boot and shoe making) and the team system of working have brought about a great change in recent years.

3. In the team system the making of a boot passes through a number of hands each waiting the completion of the work of the other and consequently each hand must keep pace with the others, with the result that men at fifty years of age cannot work by the side of men at half that age and consequently fall out of employment, independent of the fact that many men are displaced by machinery itself.

4. The liability of employers under the various Acts of Parliament for injuries to working men is also a reason for not employing men of advancing years.

5. The men are not shoemakers, each only working on a small part, and if he fails to find work in his particular branch he becomes a labourer.

6. Again, the fact that trade union societies insist on a minimum wage is an obstacle to a master employing any of those who would work at a somewhat lower wage, knowing they could not do the work of younger men.

7. Under the old system of shoemaking the worker would (save the actual cutting out of parts and preparing of uppers) make the whole boot from start to finish. Under the new system boy labour is displacing men.

8. The increasing employment of young women in factories and the growing dislike they show to domestic service results in the weakening of home influence; they are ignorant of domestic duties beyond the little taught them at school.

9. The work of the day over they are many of them beyond restraint and parental influence and enjoying (?) the liberty of the streets. The miserable pay of some of them, the lack of proper food and their surroundings tend to physical and moral weakness. There is less regard of the responsibility to parents and the tone of home life declines. Young people do not consider themselves obliged to contribute to the maintenance of their parents though the young men and women are themselves pushing the old people out of work.

10. The growing desire for sport and excitement crushes thrift and so many of the younger people have no regard for the occupation of leisure time in the improvement of the mind or rational occupation.

11. The increase of working men's clubs open seven days a week and under no restrictions is having an influence upon the community worse than the public-house subject to licensing laws.

12. The burden which is cast upon many of the heads

43885. Do you think an officer rather relies on his general knowledge without positively making an investigation, after a certain time?—After a certain time. I think the inquiries are somewhat perfunctorily done, when he feels that he knows everybody in his district.

43886. (*Mr. Gardiner.*) From your experience, would you kindly tell us what number of cases you think a relieving officer could be responsible for in a certain district?—From 200 to 250.

43887. Cases, not persons?—I think 200 cases would be quite sufficient for any officer to deal with properly.

of households under these conditions is very great and has probably something to do with the increasing drinking habits of women whose lives must be very burdensome.

Particulars as to any Experiments or Peculiarities in Poor Law Administration.

13. It has been necessary within this union for several years past (but not at the present time) to have the outdoor labour test (stone-breaking for want of better or more suitable employment).

14. Some few were employed in general repairs at the workhouse.

15. In these times of depression remunerative work cannot be found, and much of the work that is done would not be done were it not that employment has to be found or made.

16. These remarks apply also to work found by other local authorities.

17. Working under such conditions is demoralising to the better class of men, who have to work side by side with the shirker and there is the disposition of both to make the work last. There is, too, the tendency of the authority to make the work last, knowing they have nothing more for the men to do.

18. The better workman is brought down probably to the level of the worst and never rises.

The Respective Merits of Indoor and Outdoor Relief.

19. Both in-door and out-door relief are necessary but in the administration of them much greater discrimination is necessary than is at present shown.

20. The present day workhouse is altogether a different institution to that originally established; then it was a house of work, now it is a house of rest and comfort. Both institutions are wanted: for the deserving poor, rest and some share of comfort, but for the undeserving, shelter and work.

21. The aged and deserving poor whose home of one room may be a place of comfort and rest, ought not to be forced into a workhouse in declining years to associate with others who, though in many respects as good as themselves, yet by reason of incompatibility of temper or other cause cannot make themselves agreeable to their companions.

22. These latter again, if brought into a workhouse need therein to be classified according to their character and infirmity and kept entirely above those who are undeserving. Then again when you come to the undeserving, they need to be classified; penal colonies should be established for the worst cases. The man who will not work for his needs and those dependent upon him is a danger to society and deserves penal servitude of a degree as much as some poor fellows who by force of circumstances get it.

23. It is difficult in old workhouses and small institutions to give proper classification and I would suggest that instead of classification in workhouses there might be classification in unions of workhouses, e.g. :—

- One workhouse might be for sick.
- Another might be for non-able bodied.
- Another for epileptics.
- Another for able-bodied women.
- Another for able-bodied men, etc.

24. In this classification care to be taken that a workhouse with land attached should be for able-bodied men or epileptics.

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Proper number of cases for relieving officer.

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Outdoor labour yard at Northampton.

Work found for able-bodied by guardians and municipalities unremunerative and unnecessary.

Demoralisation resulting from relief works.

Respective merits of in and out-relief.

Need of classification by work-houses.

Mr. F 25. In dealing with the question of out-relief much greater care is required in dealing with widows with children. If the woman be deserving and alive to her responsibilities and the children are young, the relief should be liberal, so that the mother may remain at home, unless a near relative who will take the responsibility will do so to enable the woman to work. If there is lack of parental care the mother and children should have indoor relief and any doubt should be decided in the interests of her children.

26. More care, too, is required in the relief of deserted women, as there is a tendency to collusion between them and the absent husband.

27. Strict inquiry should be made into the earnings in some cases, and detected cases of fraud dealt with firmly. There is too much tendency to make old age and other matters grounds for excusing, and in some cases almost justifying fraud.

The Classes of Persons Applying for Relief.

28. In the present day the failure of children to realise their responsibilities to parents is forcing upon the rates more of such persons (parents), and lack of employment by reason of altered trade conditions is doing the same, and there is a disposition to look upon Poor Law relief as old age pension. A common argument being: "I have lived in the town for so many years and paid rates I am entitled to relief."

The Causes of Pauperism.

29. The causes of pauperism include :—
Early marriages.
Ignorance of parties marrying as to the responsibilities of home life.
Lack of domestic training.
Lack of thrift.
Over indulgence in every way (drinking and gambling in particular).
No provision for sickness.
Indiscriminate giving of charity.
Furnishing on the hire purchase system.
Sports and pleasures.

30. The result of the foregoing and the arrival of a family of children very soon over-burdens a young couple, sickness follows, the happiness of the home has gone and the parents lose their sense of responsibility and leave themselves and their families to the rates.

31. As another cause you have again the fact that aged parents are not supported by their children, and in some cases children look to their parents to find them board and lodging at a less cost than would a stranger.

32. The extension of local government and the popular vote has lowered the standard of men upon all public bodies, as compared with those who filled the offices twenty-five years ago. The intentions of members of such bodies in the present day may be right, but with the growth of local government there has come an increase of party spirit and with it the temptation to men to get on to public bodies with sinister motives and to carry through their work imbued with their partisanship. The work suffers and the ratepayer pays.

33. The result is that the man who seeks office has to pander to the popular cry for the time being and this many of the better educated members of society will not do. Rather than place themselves in the position of being dictated to by the fickleness of the popular vote and sacrifice their own convictions and stifle their sense of right and justice they retire from public life. This ought not to be. Rather should they speak out their convictions even though they lose their position.

34. In dealing with applicants for Poor Law relief men and women are wanted who can seriously and firmly, yet with kindness and sympathy deal with the cases before them and while relieving the distress help remove the cause. Work of this kind should be above party spirit.

35. Take a board of guardians known to the writer having one-fifth of its members licensed victuallers or beer-house keepers. Without any reflection upon the personal character of those members I ask whether, under such conditions, drink and gambling as causes of poverty can be properly considered.

36. In administration we have again to contend with party spirit. On the appointment of officials party spirit oftentimes sacrifices a good officer.

37. These conditions even show themselves on other public bodies—and the arguments that are sometimes put forth as grounds for the appointment of stipendiary or fixed chairmen independent of the vote of their colleagues or constituents may be well considered in conjunction with boards of guardians.

38. It is a serious question whether any man who is justice of the peace should be a town councillor or a guardian or hold more than one of such posts while party spirit is so rampant.

39. I think the making of a chairman of the board of guardians a justice of the peace for the time being would give more dignity to the office, and as such the post would be more acceptable—and doubtless there would be a greater anxiety on the part of members to place the best man in the position. Further the meeting on the bench of magistrates would sometimes help to remove wrong impressions there formed as to the work being carried on by guardians.

Particulars as to Administration of Relief in the Union.

40. The administration of relief in the union is carried out as well as can be under the circumstances. Relieving officers are trying their best, but unfortunately sufficient weight is frequently not given by the guardians to the officer's reports.

41. We have four relieving officers. If one of these had a smaller district with a general supervision and cross-visiting, no doubt the work would be better done, cases of fraud would be more quickly detected and a saving to the ratepayers effected without hardship to the deserving poor.

42. The out-relief in this union for the years ending 1906, exclusive of the labour yard, was £19,253, being a cost of 3s. 1d. per head per week. In 1903 the cost was £15,834, a cost of 2s. 9½d. per head. In 1900 £12,730 was expended cost per head, 2s. 9d. In 1897 £10,061, the cost per head being 2s. 6½d. In 1895 £8,657, cost per head 2s. 3½d.

43. In 1893 with the small amount of relief then paid there were three relieving officers, and for some time previous thereto, and it was only in 1905 that a fourth officer was appointed. The relief had then doubled, but only one additional relieving officer had been appointed.

Suggested Reforms in the Law or Practice.

44. Speaking generally, I am of opinion that the present Poor Law administered in the right spirit (the relief of the deserving and the reform of the undeserving) is sufficient, but may be strengthened in the following ways :—

(a) The simplification of the law of settlement, and disputed points thereon settled in a more summary manner than at present.

(b) A codification of the law and orders. Power to guardians to compel children to contribute to parents without parents having first to become chargeable.

(c) Affiliation orders procurable as soon as expected mothers enter the workhouse to compel the putative father to contribute to her maintenance before the child's birth.

(d) Affiliation orders made whilst the mother is in the workhouse to have force on the mother's behalf after she leaves the workhouse, and also to have force in the hands of any person for the time being having custody of the child.

(e) Control over feeble-minded females to the extent of permanent care practically as imbeciles.

(f) Power to the guardians to establish homes for epileptics.

(g) Power to force into the workhouse persons who through sickness or destitution are risking their own lives or becoming a nuisance to their neighbours by remaining out.

(h) Married women with means to be liable to contribute to parents.

(i) Brothers and sisters unmarried to be liable to contribute to each other.

Effect of politics of local administration.

Question of administration of relief by stipendiary.

Objection to J.P.'s being town councillors or guardians.

Proposal of chairman of board of guardians should be officio J.P.

Disregard of guardian relieving officers' reports.

Particulars as to administration of relief in the Northampton district cost thereof.

Simplification of settlement.

Codification of Poor Law statutes and orders.

Greater facilities for affiliation orders.

Detention of feeble-minded women.

Epileptic homes.

Power to remove certain classes from workhouse.

Extension of law of maintenance.

(j) Pensions more frequently paid, say weekly, through the relieving officers and quarterly grants from the Government to repay.

(k) Payment of relief at the homes of the poor if not weekly then at not less than stated periods, intervening weeks at pay station; this would in some cases insure more frequent visits at the homes.

(l) Extension of powers of guardians so that they may board-out (within union), children over whom they have assumed control and to any upward limit of age, but at the same time the inspection of children boarded-out within the union by a person specially appointed.

Charity.

45. There are in Northampton a number of charities both large and small and all of which are, I believe, administered carefully.

46. That to the trustees of which I am clerk dispensed in 1905 about £1,700 in weekly sums of 5s. (save ten at 6s.) to deserving old women associated with the town by a prescribed residence, and who have not received Poor Law relief for a specified time.

47. The distribution of this money is in the hands of twenty trustees and their trust is called the Northampton Municipal Church Charities.

48. This charity and the prospect of becoming eligible for it has doubtless led to the friends of many of its recipients contributing to their maintenance so as to keep them off Poor Law relief, while many others with small means have eked out the same till such time as they have reached the qualifying age.

49. The recipients of this charity are amongst the most deserving, and in order that they may be selected from the widest circle each trustee nominates in turn. Supplemented by the help of their children either in money or provision of a home the recipients of this charity are well cared for.

Provident Societies.

50. I have for years been a member and the auditor of the accounts of the Kingsthorpe Equitable Friendly Society, and I know little of the working of other societies, but I believe the conditions of all are more or less alike.

51. It has been apparent for some years past that the particular benefit society to which I belong is not maintaining the position it held.

52. Taking the members who joined within say the last ten years, and the same number of members from the earlier years of the society's work, it will be found that the old members are those who in their day contributed to what are now the clubs invested funds, but the younger members referred to will be seen to have drawn out of the society more than they have paid in, so that they are not providing any funds for their old age and are encroaching on the funds that the old members paid in for theirs. This ought not to be.

53. What is the cause? Possibly lack of employment causes the young men to fall upon the club, though some of them may through that lack of employment fall ill and be justly entitled to come on the club.

54. Others possibly make it an opportunity for seeking relief from the funds as, through want of thrift, they have no money to fall back upon as soon as they are out of work.

55. More careful discrimination is necessary in the admission of members. If the condition of this society is common to others, then the future of friendly societies is in danger.

56. Again, the friendly societies suffer by the establishment of dividend clubs, which by their yearly division of funds, if any remain, make no provision for old age.

43890. (Mr. Booth.) The hour is so late that we shall not detain you very long, but that is the less necessary as you have prepared such an excellent statement. With regard to Paragraph 13, which refers to the employment that may be used for the labour test, if the labour test is needed at all, what employment would you think is better than stone-breaking?—Here one is landed in a difficulty at once. You are competing with trade generally,

and therefore you are landed in a difficulty to find anything in the towns. All that we do is wood-chopping and stone-breaking. Our staple trade is shoes, and we have no alternative. We could put the men to work on the land, but unfortunately in our position we have no land to put them on.

43891. If there was some arrangement by which larger areas combined in some way for the treatment of cases of that kind, so that you could have special institutions on the land, do you think employments could be found that would be more desirable?—If there were something in the nature of a colony of that kind within a county area it might be done, or possibly there might be a combination of counties.

43892. Have you considered that as a possibility?—Yes, but it has not been considered by my board in any way.

43893. It has been considered by yourself?—Yes. Proposed But my board went so far very recently as to consider the purchase of land for themselves, and did enter into a provisional contract for the purchase of about sixty acres, with the idea of establishing a branch workhouse which it was intended to put the able-bodied men from the workhouse into. But that did not then meet, or probably would not meet, the case of an exceptional time of distress.

43894. That could be best met by some combination of areas which would give a larger basis, because the exceptional distress would perhaps not occur in every part of the district?—I feel so.

43895. In Paragraph 2, where you refer to the classification in the workhouse, is the kind of classification you advocate based upon past conduct or upon conduct in the workhouse?—I think when you separate persons in the workhouse, you must mainly classify them on their conduct in the workhouse. At the same time I do not think you must ignore past conduct altogether. On their first entry into the workhouse, you would put them into the lowest grade having regard to their past conduct, and if their conduct showed reform or improvement you would raise them in the workhouse.

43896. That is, on his first arrival you would classify a man as well as you could according to his reputation?—I think so.

43897. Then he could either be put up a class or down a class according to behaviour?—Yes, that is my feeling.

43898. So it would have a disciplinary value?—Yes.

43899. As well as the value of keeping the more decent people protected?—That is my feeling.

43900. In Paragraph 23 you suggest that there should be one workhouse for this purpose and another workhouse for that; all that would involve, would it not, the administration of the Poor Law by larger areas in some way?—Yes, it might do so, but not necessarily.

43901. Do you think that that is a step which it may be necessary to adopt in the pursuit of good administration?—I think it may be in the course of time.

43902. Would you prefer the combination of existing unions for certain purposes only, or would you rather have definitely larger areas of administration?—I think I would rather see the combination of existing unions.

43903. Not for all purposes, but for some purposes?—For some purposes.

43904. In definite areas, or for definite purposes?—You might have a combination of unions I think for definite purposes.

43905. With the common purse for that purpose?—If you are going into the question of the common purse you would probably have to limit it to definite areas. With regard to taxation, you would have to come to the county area possibly.

43906. It would be conceivable that the existing areas would exist for minor purposes, and for certain purposes they should be superseded by a large area?—Taking my own neighbourhood, we have several outlying country unions with workhouses; why should we not be allowed to have the epileptics throughout the county dealt with in one of those institutions, because the epileptic does not need to go to the asylum proper?

43907. To organise that you would want a central board?—You might take the county area.

Mr. W. Faukes.

11 Mar. 1907.

Question of labour colonies for able-bodied.

Classification in the workhouse and basis thereof.

Classification by workhouses involves enlargement of Poor Law area.

Advantages of combination of existing unions for particular purposes.

Question of the suitability of the county as Poor Law area.

Mr. W.
Farries.

11 Mar. 1907.

Relief of
widows with
children.

43908. The county area would have to have a board of its own, which would be perhaps representative of the various boards of guardians?—You might have a representative committee taken from the guardians of the various unions.

43909. In Paragraph 25 you speak of widows with children; do you ever relieve the widow by taking some one or two of her children into the schools?—Yes, we do.

43910. Do you find that answer?—We do not like to separate parents from children if we can help it. It may be a case of necessity sometimes. The parent comes and complains of her inability to control the child, and then we take it into the workhouse; but as a rule we do not separate them otherwise.

43911. It is not done merely as a means of giving the mother relief?—No.

43912. I suppose if the child goes into a school the mother would see it frequently?—Yes. We have scattered homes in our union; the mother would be in the workhouse and the children would be in the homes in the town, and she would have the opportunity at least once a month of visiting the children in the homes.

43913. Have you ever considered whether it would be possible, in order not to break the connection of the child with its home, that there should be special schools provided where the children should be boarded as well as taught, returning to their homes in the evening and coming to school in the morning, but having all their meals at the school as a means of cheapening the task to the mother?—That has been through my mind, but I am not favourable to it. I think it is breaking up the home life.

43914. You think that that would break the home life?—I feel it does.

43915. Although the child would spend much time at home?—The child practically then only comes home to sleep. It would go out in the morning and would not return till night, and it would be for hours away from the mother's eye practically.

43916. (Mr. Gardiner.) But if the mother goes out to work, the children are away from her eye now?—Yes, but I am in favour of the mother being kept at home if possible. I put the widow as an applicant for relief, having lost the head of the house, the bread-winner, somewhat on a different level to many other applicants for relief, and I think she should be dealt with with every possible consideration.

43917. (Mr. Booth.) And have out-relief?—She should have out-relief if her character would at all justify it, and if it would not, then she should be brought into the workhouse and the children should be placed in the scattered homes where they go to the ordinary day-schools of the town.

43918. With regard to the suggested reforms in your Paragraph 44 in (c) you deal with affiliation orders; there is a difficulty in deciding who the putative father is, is there not?—Yes; but you should have the same power as you have after the birth of the child, of course having confirmatory evidence.

43919. You really want to be able to act sooner then?—Yes, that is all.

43920. (Sir Samuel Provis.) With regard to the question which you refer to in Paragraph 23, your scheme would rather be, would it not, the formation of a joint committee between unions for the purpose of dealing with certain classes?—That is my view.

43921. That would not involve any alteration of area at all, would it?—Not necessarily, and I do not think it would. It need not in my view.

43922. It could be the system under the Act of 1879, could it not?—Something of that kind.

43923. Another method would be, would it not, for one board of guardians to agree with another board of guardians to send certain classes of cases to their workhouse?—Yes, as we do.

43924. Do you do that now?—Yes, to a neighbouring workhouse we send about twenty old men.

43925. Do you find that answer satisfactorily?—We have had no complaint whatever. They have been there some two or three years.

43926. Do your guardians visit them occasionally?—We have no fixed rule about it, but occasionally guardians in driving past the place visit them, and then report that they have called at the workhouse and found so-and-so satisfactory.

43927. So that these people are not, as it were, isolated from the general oversight of the guardians?—No. They are only about three miles away from the town.

43928. Is it not an advantage that they are not too far off; are they still visited by their friends?—Yes, they are I think visited by their friends.

43929. If they were sent off too far there might be complaints perhaps that such visiting was not practicable?—It would probably be so.

43930. (Mr. Chandler.) Under the heading of "The Social and Industrial Conditions of the Union" you speak in Paragraph 2 of the displacement of manual labour by the introduction of machinery and certain other systems of working which have brought about great changes. You mention the team system, and, according to your description, in the team system the making of a boot passes through a number of hands each waiting the completion of the work of the other, and consequently each hand must keep pace with the others?—Yes, a man has to keep pace with the others. When I say that they have to wait, I mean that a man does a certain part of the work, and then he passes it on to somebody else to do the next part.

43931. The conclusion you draw is that men of fifty years of age cannot work by the side of men of half that age under that system?—Yes.

43932. Therefore that is an additional factor in the displacement of men?—Quite so.

43933. You are speaking there in connection with the boot and shoe industry principally, I suppose?—It is entirely that; we have no alternative.

43934. Referring now to Paragraph 4, can you explain in what way the liability of employers would affect that state of things if it was removed to-morrow?—Since the Workmen's Compensation Act has come into force the claims by workmen have very largely increased. As soon as a claim is made, the whole question is left as a matter of fact between the injured man and the insurance company, and the master drops out of it. He is practically, as far as my experience goes, told to stand by, by the representative of the company. But there is necessarily I think a certain amount of trouble to the master caused by these increased claims, and so he is prone to say, "Well, I am not going to have any trouble over these things at all, and why should I have trouble? So for that reason I won't have any such men on my premises." I know this because in one particular case I had to make a claim on behalf of a working-man against an insurance company. I tried to deal with the employer, but as soon as I got to the employer I was shuffled off on to the company, and the company's representative came and saw me, and I got into such a position that I did not know with whom I was dealing. I think the tendency on the part of the employer is to say, "Now these things are becoming more common, and therefore I won't employ such people again."

43935. I was simply reading that paragraph in the light of your two previous paragraphs, in which you distinctly refer to the causes of pauperism, which I thought were the displacement of men by the introduction of machinery and the team system?—The liability of employers under the Act is not a main cause, or perhaps I should say the trouble attached to the Act, not exactly the liability.

43936. Then referring to Paragraph 6, could you explain in what way the fact that trade union societies insist on a minimum wage is an obstacle to a master employing any of those who would work at a somewhat lower wage if all restrictions as to wages were removed?—Perhaps that paragraph may want some little qualification. I say there that the minimum wage is an obstacle to a master employing any of those who want work at a lower wage. It wants this qualification. A man placed in that position can go to his trade society and get a permit from them, and then can go to work for the master at a less wage; but the master, while he can get men who will come and fill up that man's place, is not going to be

Question of objections of paupers' friends to visiting the at a distance

The "team system in the boot trade, cause of an employment of the middle-aged

Effect of Workmen's Compensation Act on employment of the middle-aged

Effect of trades unions' minimum rates of wages on employment of partially efficient men

Question of applicability of day industrial school system to relief of widows with children.

Proposed increased facilities for affiliation orders.

Proposed scheme of classification by work-houses with combination of unions, and possibility of such combination under existing law.

Boarding-out of paupers with other unions as a method of classification by work-houses.

troubled with that sort of go-between, or with having to go to the society at all himself. The man may work under certain conditions for a less wage, but he has to get a permit, I think, from his union.

43937. (*Mr. Gardiner.*) Can you tell us a little more what you meant by the statement that you have made in Paragraph 18—you are talking there about relief works?—When you get relief works you have all classes of men working side by side. There are certain classes of the community who are always ready and waiting for something to do; I do not want to say unkind words of any man, but I must put it down that there are men who will do as little as they possibly can, and a man who is an industrious person is placed to work by the side of such men, and then the tendency is for the better man to come down to the level of the others.

43938. Have you come across cases of that sort in your experience?—Certainly. I think after a little time the man gets to learn—how he gets to learn I do not quite know—that he must not do more than a certain quantity.

43939. Have these cases been so numerous that you have formed the opinion that this distress work has done more harm than good?—No, I would not go so far as to say that—certainly not. I would not say it has done more harm than good, because the distress committees have been more or less under the circumstances a necessity.

43940. Still the guardians could have done it themselves, could they not?—Relief works have been done in our town. We have had the corporation and distress committees doing a great deal, and they have had men working down at their sewage works digging, and they have also found a lot of unremunerative work about the place. They have taken the whole thing off the hands of the guardians, of course with the aid of the grant from the Exchequer and voluntary contributions.

43941. Are you in a position to give us any opinion as to the comparative value of the two systems? Do the corporation do it better, do you think, than the board of guardians?—I should not like to discriminate between them. I should think they are both about the same. They both do it of necessity.

43942. In Paragraph 35 you talk about the quality of the members of a certain board of guardians that you have known; have you come across instances of owners of small property being elected in order to give relief to their own tenants?—No, I could not say that.

43943. You would not like to see an additional column in the application and report book for the landlord's name, would you?—No.

43944. You do not think that is necessary?—I do not think it is necessary. I have had a landlord call on me privately, and tell me that so-and-so was not paying his rent, and would I try to bring my influence to bear upon him.

43945. That landlord was not a member of your Board, was he?—No, he was not a member of my Board. I told him it was no part of my business.

43946. In Paragraph 36 you refer to the party spirit shown in the appointment of officials. Do you mean that a party selects a second-rate man rather than a first-rate man because the second-rate man belongs to the party?—I mean this: probably there will be a party meeting beforehand to settle whom they are going to vote for, and I think on those occasions I am able to say that better men might have been selected.

43947. Are such meetings held for a post like a relieving officer's?—Yes.

43948. Have you often known cases where members of a Board have resigned in order to become candidates for office?—Never in my case, during my ten years' service.

43949. Have you heard of such cases elsewhere?—Yes.

43950. Then as regards the figures you give in Paragraphs 42 and 43, what is the increase shown there due to?—It is mainly due to the necessity of the extra relief for unemployment. My Board have of late years been, I think, more liberal in their relief. I think the Northampton Union is one of the most liberal in the country.

43951. Would you consider that that was mainly due to this change of employment to which you have referred?—Yes.

43952. You would not think it is the effect of administration at all?—Merely this, that I do not think in our administration there is discrimination enough between the deserving and the undeserving. I have had that feeling for a long time.

43953. Practically everybody gets it who apparently needs it?—Pretty well. My point is this, that there is not discrimination enough between the deserving and the undeserving.

43954. (*Chairman.*) In fact the investigation is not in your judgment thorough?—It is not thorough.

43955. Is the relief adequate?—The relief is quite adequate. In some cases we give the old people 5s. each, that is 10s. for the two. The lowest we give is 3s. 6d., and most of our old people (single cases) get 4s. or 4s. 6d. or 5s.

43956. Has that been the practice for a long time?—It has been the practice now for some years past. We used to have a rule that a widow should keep herself and one child, and that she should have 1s. 6d. and a loaf for the others, but now we give no bread at all, and we give the widow relief for practically every child, and perhaps something for herself too.

43957. Did that increase of scale bring a large number of applications upon you?—No. Our relief has always been for five or six years past very high, and, as I say, the great increase has mainly been due to the lack of employment and the abnormal distress.

43958. (*Mr. Gardiner.*) And not to any change of policy?—Not to any change of policy. The board has been more liberal, and I think both influences have combined, but we have not a sufficient oversight by the relieving officers, the staff being insufficient.

43959. Apparently, according to Paragraph 43, you want one additional relieving officer?—I think for the present we should have one additional relieving officer, although I think the time might come when perhaps by a little different system, including the adoption of cross-visiting, we could even do the work with the present officers.

43960. Have you not got a cross-visitor now?—We have no cross-visitor and no superintendent, and I think that is where we are at fault.

43961. You have no proper supervision?—No. We work it now with two relief committees. I have known cases where the recipient of relief has gone out of the district of one committee into the district of another when he has been refused relief, and he has got relief in the second district, and it has not been discovered until perhaps some little time after. That could not have happened had there been proper supervision.

43962. Do the members give relief in those wards for which they are elected?—No. We have a number of parishes, but we have only two relief committees.

43963. Are the relief committees so arranged that no guardian gives relief in the ward for which he is elected?—Not necessarily. I do not think there is any study made as to what parish a gentleman sits for.

43964. Do the guardians as a body try to prevent that?—No. On the one hand, I do not know that a guardian is not allowed to sit on a relief committee when a case comes from his own parish; and on the other hand, I could not say that a guardian seeks to sit on a relief committee in such a case.

43965. Do the guardians regard themselves as judicial officers, or do they regard themselves as distributors of money for charitable reasons?—I think our guardians try to act up to the middle course. I think they always try to remember that they have the poor to attend to as well as to represent the ratepayers. There are, in a Board of thirty-six members, one or two perhaps who would go there with the idea that they represent the ratepayers rather more than the poor. You are bound to get some in a body of that kind; on the other hand you get some whose sole object seems to be to get what relief they can for the applicant.

Mr. W. Fawkes.

11 Mar. 1907.

Lack of discrimination in administering relief at Northampton.

Scale of relief at Northampton and question of its adequacy.

Effect on pauperism of increasing scale of relief.

Unemployment the cause of increased relief at Northampton.

Need of additional relieving officers and superintendent relieving officer at Northampton.

Want of uniformity between relief committees at Northampton.

System of relief committees at Northampton.

Attitude of guardians towards relief.

Mr. W.
Fawkes.

11 Mar. 1907.

Question of
training for
indoor
officers.

43966. Have you any views as to the establishment of a training system for indoor officers, like workhouse-masters, and so on? Do you think a workhouse-master need be trained in any other way than as a labour-master perhaps?—I do not think the master wants a particular training, provided he starts his position from the lower standard in the workhouse.

43967. Do you not think it desirable that he should work up his way to a very large workhouse towards the end of his career, supposing he is a very good man?—I think he ought to be able to do so.

43968. But at present it is very difficult?—Yes, it is difficult.

43969. When a man once passes forty he is anchored for life?—He is. You have got this influence coming in then, that a Board of Guardians does not like to elect a man after a certain age, because they do not want him thrown on them for his superannuation. There comes in the advisability of a central fund for that purpose.

43970. (Mr. Bentham.) With regard to Paragraph 32 where you speak of a change in the *personnel* of the board since the extension of the franchise; what is your remedy for that? I note that in Paragraph 37 you hint at the appointment of a permanent or fixed chairman to get over the difficulty; have you any other suggestion?—No. I am afraid it is a difficult matter to suggest a remedy for it. I have suggested somewhere that you should make the chairman a Justice of the Peace. I think, to some extent, that would rather add to the dignity of the office, and that the board itself would be disposed to be more careful as to the gentlemen on their board that they would put into that position. That is only a small thing. When I speak of the lowering of the standard it is rather a delicate thing for an officer to say, and you will quite understand an officer's position in that. I make no sort of suggestion against the character of the gentlemen at all, but I do feel that if you go back to twenty years ago you had then on your Boards of Guardians a number of gentlemen who had retired from business and had time and leisure for the work and went into it; and in those days, I think, the individual member did more as a guardian. I know in my experience several gentlemen who occupied that position, who made it part of their business to know personally many of the applicants for relief.

43971. Was it not rather the case then that people were not influenced quite so much by feeling outside, and had not so much in mind the opinions of the voters who had put them in?—That had, I think, something to do with it. I have said elsewhere I do feel that there is too much of a party spirit in local government in the present day. In our own town very recently we tried to start an independent association with the object of putting lady guardians on to the board. We are now having our triennial election, and it has failed—we have not a single lady out of that body.

43972. Would you say that the granting of relief to people who are the constituents of those who are popularly elected is mischievous?—I would not like to go so far as to condemn Boards of Guardians to that extent. There may be that tendency, and in the hands of some men it may be used for this purpose, but I do not think we should condemn Boards of Guardians generally in that way.

43973. Would you go so far as to say that the work itself is not work that ought to be done by those who are popularly elected?—I feel that it would be a good thing for boards if there were a certain number of co-opted members working with them..

43974. So as to get a little leaven?—Yes. In my own union we have about six or eight rural parishes, and in them we get country farmers and country clergymen and men of that stamp who are a different class of men to the borough representatives; there is a case of leavening, decidedly.

43975. In order to get elected, do candidates make promises of what they will do?—They do not openly make promises on the platform of what they will do in the way of relief; but it is possible for relief to go up a little on the eve of an election.

43976. They will circulate literature, will they not?—There is very little literature circulated, but literature has been circulated by some sections.

43977. In Paragraph 49 (g) you suggest that powers should be given to force a certain class of people into the workhouse who become a nuisance to their neighbours, and who are risking their own lives; do you mean to suggest that boards of guardians should have power to do this without appealing to the magistrates?—They should have power to do it, if it is a case which they are relieving; but I should not say that they should do it without a medical certificate. We have had on our board several cases of people living out in country villages right away from the workhouse, which have given a great deal of trouble to the relieving officer.

43978. Would you go so far as to say it was necessary to get an order of removal from the magistrates, or would you leave it to the board of guardians themselves?—I would leave it to the board of guardians, on the certificate of the medical officer.

43979. (Chairman.) Are the proceedings or the individual votes of guardians much canvassed outside? It has been stated to us that in certain towns meetings are held periodically, in which the actions of the guardians who take this or that course are discussed, and I believe almost votes of censure or reprobation are passed on them. There has been nothing of that kind in Northampton, has there?—I cannot say, but I do not think so. I know their actions are criticised. We have one very strong paper in our town which writes articles which are circulated. It speaks very strongly of the conduct of the board. That paper, I know, has been put about very broadcast sometimes, and scattered over the whole of the town.

43980. Speaking of insurance, do you know if the insurance companies put any limitations on the age of the persons to be employed?—I could not say that they do. I do not know that.

43981. You have a Distress Committee in Northampton, I think?—Yes, we have had it for years past.

43982. Could the Poor Law guardians have done that work?—No, I do not think they could, because we had not the work for them to do.

43983. Do you, on the whole, think it better that that class of work should be given to the town council?—The town council and the guardians in our case have worked well together. Two years ago the Northampton guardians went in the first instance into the inquiries into the whole of the cases; some of the cases they sent to the borough for work and some they sent to our own stone yard. This year we have closed our stone yard, and the borough have done the whole work.

43984. Are there any causes contributing to distress in Northampton other than the change in the manufacture of boots?—There are no other direct causes. Of course there is a general lack of thrift, but that applies everywhere.

43985. I suppose the boot trade is the industry in Northampton?—It is the industry; we have no other staple industry. The whole system of making shoes is altogether different to what it used to be years ago.

43986. Should you say that, though fewer people are employed, the wages have gone up, or not?—I think the wages have gone up, though fewer people are employed. I am speaking of the maximum that a man can earn, but then there is a loss of time which brings that down. I do not think the average earnings of a man in the shoe trade are more now than they were twenty years ago.

43987. Was there much distress amongst the old shoe-makers when they made by hand?—I do not think there conditions it was so much as there is now. They worked at their boot trade homes then, and now they work in a factory.

43988. There were fewer of them then, were there not?—Yes.

43989. Does it look now as if this is a temporary difficulty that will gradually get absorbed?—I do not think so in the boot trade.

43990. Do you think it is more or less permanent?—I think it is more of a permanent nature. I should say there are as many boots made in Northampton as ever.

43991. How long have these changes been going on?—These changes have been going on for the last ten years, I should think, at least as far as the gradual introduction of machinery is concerned.

Decrease in
status of
guardians
and question
of remedies,
chairman to
be *ex officio*
J.P., etc.

Political
influence in
Poor Law
administra-
tion.

Question of
elective
principle in
Poor Law
work.

Need of
co-opted
guardians.

Effect of
approach
of elections
on pauperism
statistics.

Local
criticism of
actions of
boards of
guardians.

Northampton Distress
Committee
and
question of
the need
therefor.

Co-operation
of town
council and
guardians
on distress
committee.

Causes of
distress in
Northampton.

Question of
movements
of wages in
boot trade.

Industrial
conditions in
boot trade.

Industrial conditions in boot trade. 43992. Do you think the changes have been so far material that there has been time for an expansion of the new system?—It is continually going on.

43993. Going on expanding, do you mean?—Yes, there is a continuous introduction of American machinery into the boot factories.

43994. If boots can be made more cheaply, there might be an increased demand, and, consequently, an expansion of business?—I foresee this, which may be a serious matter for Northampton if boots are all made by machinery; why not take the boot-making trade away to the sea-port and make the boots close to the sea-port, because you do

not want the old-fashioned skill which the old shoe-maker had, and the master doing a shipping trade can save the cost of railway transit. Northampton may lose its shoe trade altogether.

43995. You will find, I think, generally that where a trade is located which originally was manual the tendency is to continue there when it becomes sustained and carried on by machinery?—That would be the general course of things, but when you get machinery, I think the tendency of the time is for the labour to become less skilled. Where there is manual labour it is a sort of skilled labour, but machinery does away with all that.

Mr. W. Fawkes.

11 Mar. 1907.

Tendency of machinery to decrease skilled labour.

EIGHTY-FIFTH DAY.

Tuesday, 12th March, 1907.

AT THE FOREIGN OFFICE, DOWNING STREET, S.W.

PRESENT.

The Right Hon. Lord GEORGE HAMILTON, G.C.S.I., etc., etc., etc. (*Chairman*).

The Right Hon. CHARLES BOOTH, F.R.S.
Sir SAMUEL B. PROVIS, K.C.B.
Mr. F. H. BENTHAM.
Dr. A. H. DOWNES.
The Rev. T. GAGE GARDINER.
Mr. GEORGE LANSBURY.

Mr. C. S. LOCH.
Mr. T. HANCOCK NUNN.
The Rev. L. R. PHELPS.
Mrs. SIDNEY WEBB.
Miss OCTAVIA HILL.
Mr. FRANCIS CHANDLER.

Mr. R. H. A. G. DUFF (*Secretary*).
Mr. J. JEFFREY (*Assistant Secretary*).

Dr. ALBERT HENRY BYGOTT, called; and Examined.

43996. (*Chairman*.) You are District Medical Officer of the Deritend and Bordesley districts of the Aston Union?—I am.

43997. You are a whole-time officer?—I am a whole-time officer, partly for district medical work and partly as a public vaccinator.

43998. You have prepared a statement, which, if you will hand it in, we will treat as your evidence-in-chief?—Certainly.

(*The Witness handed in the following Statement.*)

1. I am a Doctor of Medicine of the University of London, a D.P.H., Birmingham, and a barrister-at-law.

I have been the district medical officer and public vaccinator (whole time) of the Deritend and Bordesley districts of the Aston Union for five years.

I was previously engaged as an unqualified assistant and principal in general practice, for most of the time in poor districts, for about twelve years.

Industrial and social conditions in Aston Union. 2. The union of Aston commences within one mile of the centre of the city of Birmingham: it extends in an easterly direction into Warwickshire.

3. It contains a population in the city of Birmingham larger than that contained in the parish of Birmingham. There is also a town population in the borough of Aston Manor of about 60,000, which is continuous to that of the city of Birmingham. The union then extends into Warwickshire as a large rural district containing Erdington and Sutton Coldfield, both populous centres, and some smaller places. It is about seven miles across.

4. It has in it the Birmingham Small Arms Factories, Kynoch's, Metropolitan Carriage Works, and some other large concerns, and numerous small works mainly devoted to metal trades. The distributing depots of the London & North Western and Midland Railways are in the union.

5. House property and the character of most of the streets compare favourably with those in most large areas. Rent—4s. is the common rent of a three-roomed back to back house; houses at this rental are scarce, plenty of accommodation can be obtained at 6s. 6d. There is one set of flats built by a company in Palmer Street which has not been very successful; they are badly kept and many rooms are unoccupied. There is a Rowton House of 800 beds erected about two years ago and several smaller lodging houses.

Dr. A. H. Bygott.

12 Mar. 1907.

Industrial and social conditions in Aston Union.

POOR LAW.

Dr. A. H.
Bygott.
12 Mar. 1907.

Whole-time
District
Medical
Officer in
Aston.

6. About five years ago, on the death of a district medical officer, the guardians superannuated the officer in the next district and combined the districts and appointed a whole-time man, the salary being £120 per annum as district medical officer, £475 per annum from fees as public vaccinator. These last fees have been considerably added to. The object as stated by individual guardians was to get a man to do the district work well and to fill up his time with vaccinations. The incidental expenses connected with the medical office are very heavy and the net value of this portion of the work is very small; if the medical work were heavier there would be a great temptation to the officer to neglect it so that he might earn more money by his other work.

Whole-time
Medical
Superin-
tendent at
Aston
Infirmary.

7. About four years ago the guardians on the resignation of the elderly visiting doctor at the workhouse, decided to appoint a whole-time medical superintendent. The emoluments were fixed at under £400 a year and a house. They insisted on the officer being married.

Abandon-
ment of use
of alcohol in
Poor Law
cases.

8. I was, many years ago, sceptical as to the value of alcohol as a drug, but the public expected me to use it (I do not often now treat acute cases). When I did so I used in Poor Law work a pure spirit given as a medicine. The results were equally good as when I used brandy and whisky. I then substituted ether and hypodermic injections of strychnine. I did equally well.

9. The use of alcohol is now abandoned in the Deritend and Bordesley districts. I am not an abstainer and I would use it if I thought it was beneficial to patients.

Abuse of
medical
extras.

10. I found that I was called in by patients simply to get extras and that my medicine was thrown away. I decided to relieve the patient at my own cost after making the able-bodied relative responsible for the sick one's maintenance work for me—the work being to roll a lawn or chop wood. The patients being carefully observed to see that no harm resulted to them from the practice.

Several invitations were issued to applicants for the relief. Most never came at all. A few came twice or three times. More came once. Only two showed any honest desire for work. One man drank, the two were assisted in getting other work. It was usually found the father had other work he could do that paid better.

Respective
merits of in
and out-
relief and
classes of
cases suitable
therefor.

11. The routine method of relief should be indoor—outdoor the exception. Through want of opportunity of watching cases it is difficult to speak from figures.

12. *Outdoor relief should only be given to :—*

(a) *The aged who cannot work, when it has been carefully ascertained that they will be cared for well outside. In many cases old people seem scantily covered, in cold damp bedrooms, putting up with great hardships which would be avoided in the house.*

(b) *Widows with children who can get employment and then it must be adequate.*

(c) *Persons with incurable diseases on the same terms as the aged.*

13. *Outdoor Relief should not be given :—*

(a) *To sick men who will be capable of work. If they are in such a condition as to need any parish relief keeping them at home must protract the illness, because it can never be adequate—if a man is in an institution it is usually an incentive to get well to go out—it prevents men joining clubs. One case was specially striking, a very decent man had pneumonia. His doctor asked for relief that he might stay at home. After wasting valuable time on the experiment of out-relief he had to go; when he came out he was most grateful and wished he had gone earlier. In other cases I have received very grateful thanks from patients on whom I have applied pressure to go in.*

(b) *In cases where the patient is a danger to others (e.g., phthisis, some cases). The position of the authorities is rendered very difficult in these cases as there is no power of compulsory removal; only the great tact of the relieving officers and the weakness of guardians prevents at times scandal in some of these cases.*

14. In the Deritend and Bordesley districts medical relief is not much sought for in proportion to its size, as there are numerous voluntary agencies that supply it more easily. Most of the cases have some bearing on other forms of relief.

15. I have examined 326 cases which are I think a fair sample of the work.

111	are persons over sixty years of age.
43	" " whose ages are not stated.
34	" " under fourteen years of age.
94	" " for examination only.
44	" " aged between fourteen and sixty.

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The 111 are mostly old persons with the discomforts of old age and receive usually outdoor relief.

Forty-three whose ages are not stated are usually chronic cases as in the above class, where the person fetching the medicine does not state the age.

Thirty-four children—some are children of widows receiving relief, most of the others were transferred to the Children's Hospital to keep them away from the Poor Law.

The ninety-four cases for examination contained some middle-aged people rendered prematurely old by alcohol (number not ascertainable) and some who could not possibly be treated at home were connected with families who would not ordinarily come to the Poor Law.

The thirty-four remaining cases appear to consist of persons either broken down before sixty or others visiting the doctor as a means for getting other relief.

16. There is no apparent use of this department as a genuine poor man's dispensary.

17. There are about sixteen to twenty midwifery cases annually; these patients being very poor and the medical officer being sent for to assist a midwife in a difficult labour.

18. About fifty persons are annually certified insane.

19. From an examination of the figures quoted in the last section the greatest cause of pauperism appears to be inability to make provision for old age, most of the persons there were connected with the labourer class.

Old age and alcohol as causes of pauperism.

20. Many of the people between fifty and sixty showed signs of premature senility in which alcohol seemed to be an important factor.

21. Neglect or inability to insure against sickness I almost always ask whether a man who should work is in a club. Most of them have never been in any club at all, some have been in unstable societies connected with factories or public houses, fewer have been in their trade clubs, very few have been in the established friendly societies and have run out.

Thriftlessness, though lessness, lack of administration, etc., causes of pauperism.

22. Some paupers admit that they wish to use the outdoor relief department as a club.

23.—Soon after my appointment some of the persons who had previously been my private patients got medical orders, they soon began to ask for other relief as well which was not desirable. They were remonstrated with, and apparently without any special hardship returned to more independent habits.

Medical relief the first step to pauperism.

The neighbours or some persons who have had relief apply and are very persistent because they say that it has been granted easily to others.

24. The medical officer frequently does not know what becomes of a case after he has reported on it. His relieving officers give him to understand that it is advisable to inform those persons that he will not recommend for relief that he is not going to do so, as the guardians through want of time, personal interest, are not sure of giving that judicial discretion to many of the cases which they need.

Need of power to guardians to compulsorily remove to the workhouse certain classes of cases.

25. I beg to submit the following recommendations, suggested by experience :—

(a) *There should be provision for the compulsory removal to the workhouse of persons who on account of sickness or destitution are liable to be a danger to themselves or others.*

need of
power to
guardians to
compulsorily
remove to the
workhouse
certain
classes of
cases.

During this week a man was attended who was lying in a dirty bed in a pool of matter. His son shared the same bed; he flatly refused to go away. The only furniture in the house seemed to be a bed and a box.

A man with phthisis and a large family, with no comforts, insisted on staying at home and spitting where he liked. His wife and son have since come up for treatment, they were thin and poor, not enough time has elapsed since he died to see perhaps the full extent of the damage he did. If outdoor relief is refused in these cases, a scandal is possible.

Proposed ad-
ministration
of relief by
stipendiary.

(b) The appointment of a proper paid officer to replace the Relief Committees in interviewing applicants for relief. Such officer should be a magistrate capable of signing all orders, lunacy certificates, etc.

This would remove all backstair influences in their department, it would prevent persons trying to influence guardians for their protégés, it would prevent fluctuation in the amount of outdoor relief when elections are pending. It is very difficult for a guardian in business or humble circumstances to refuse to relieve, or to do justice in the case of money orders in the case of his tenant, his customer, or his neighbour. It is not difficult for a paid officer acting for two or three unions to hold a little court and give a judicial decision in these cases.

The details of this scheme need working out, but it seems that there are many capable men of the class of Local Government Board inspectors who could do credit to these offices. In large towns, if he had not enough to do he could assist the stipendiary, or in smaller places, with advantage supplement the local bench, or by a combination of some other office do useful work.

need of
emphasising
men's re-
sponsibility
to provide
medical
assistance for
their wives
and children.

(c) The duty of a father to provide assistance, medical and otherwise, should be more insisted on; it is frequent for medical officers to see a big powerful man sitting by the fire, whilst a delicate wife goes to the parish officer to apply for relief or medical help for a child. He should be taught his responsibilities, he does not often need to go, but his duty should be recognized.

(d) The duty of a husband to provide for a wife seems to need more recognition and should be defined by statute.

A man some time ago refused to get a doctor for his wife when she was ill, although her serious condition was pointed out to him by his neighbours. He had also a report in writing from the district medical officer stating her condition and pointing out his duty to make an application and to fetch medicine; he did neither till the woman was dead. The result of a post-mortem disclosed that the life could have been saved by proper treatment.

On consulting authorities, the coroner found that the person not being a child or apprentice, there appeared to be no warrant or precedent for a prosecution—there seeming to be an assumption that an adult married woman can take care of herself; the presumption here is not justified. I have met with other cases where a husband has discharged his natural duties after threats which it appears could not have been carried out.

Proposed
abolition of
out medical
relief, and its
transference
to provident
dispensaries.

(e) The abolition of the outdoor medical department of the Poor Law as a means of treating the sick and the transferring of the cases to a dispensary or some similar institution.

Almost all parish patients now at times are dealt with by these institutions. They respect them more, and they are brought into contact with the struggling respectable poor which is very beneficial to them.

need of
further
facilities for
operations in
Poor Law
infirmaries.

(f) The provision of an operating surgeon to all infirmaries above a certain size where the nursing is efficient.

(These last two recommendations will be discussed more fully in the section dealing with medical assistance to the poor).

MEDICAL ASSISTANCE OF THE POOR.

Birmingham
health
visitors
and question
of their
access and
qualifications

26. Several health visitors are employed by the City Council; I meet with them rarely—I do not hear them much quoted by mothers whom I know they have visited and advised as to the treatment of infants, although soon after their visits commenced there has been an improve-

ment in the design of feeding bottles used. From meeting some of the visitors; they seemed to devote much energy to the compiling of statistics; I have not remarked much force of character about them calculated to influence people. There seems to be a very serious question as to whether it might not be desirable to employ a better class of woman; in cases where personality is of value, if a higher salary is necessary then for the same expenditure perhaps better work would be done by employing a smaller staff. I should however like to see more of this work done by district nurses, who now I believe are quite adequate to advise in cases of sickness.

Dr. A. H.
Bygott.

12 Mar. 1907.

Birmingham
visitors
and question
of their
success and
qualifications

27. *Poor Law*.—See paragraphs under the heading "*Poor Law*."

28. The help of the clergy is frequently sought in providing tickets for the various charities; appeals in newspapers are frequent asking for these tickets to be sent to the clergy by subscribers.

Church
charity in
Aston.

The notes are frequently given to cases in which they are unsuitable.

29. The same remarks will apply to the district visitors and voluntary workers, but their tact and discrimination is less. I had to prevent valuable in-patient tickets being used:—(a) Case of tertiary syphilis; (b) a case of chronic gout, where in-patient treatment would have been useless.

Misuse of "in-
patient"
tickets for
voluntary
hospitals.

30. Much work of this kind is definitely done; in many more cases doctors undertake work for which they know that they will not be paid, in three recent cases in which a doctor was very kind the result was not so great as the intention was good.

Gratuitous
work for the
poor by
medical men.

(a) Case of child neglect where a prosecution was necessary.

(b) Case of enteric needing removal.

(c) Case of pneumonia needing removal.

In many cases this charity is shamefully abused and at the same time the recipients have money which would pay the doctor's fees.

31. For their number and work reference must be made to their reports.

Class of
persons using
Birmingham
hospitals.

It must be remembered that owing to the reputation of the Birmingham hospitals many patients treated there come from long distances outside its area. The people using them are:—

The submerged.

The labourers.

The artisan.

32. Speaking as a resident officer (I acted as house physician for six weeks at the Queen's five years ago). I noticed some people there, not many, who could afford to pay fees. In most cases I believe they went there to obtain better treatment than they thought they would get from a doctor at home. The bulk of the patients are drawn from the other two classes. The casualties, especially from the submerged, the number of cases which are trivial which seek treatment in the middle of the night, are numerous and vexatious. I was at the Queen's during the diarrhoea season when this nuisance is at its worst. In the out-patient departments the work is so heavy that it is impossible to do justice to many cases and to go into the patients' circumstances and to give that advice which is usually more important than drug treatment.

Quality of
medical
assistance in
out patients'
departments
of Birming-
ham
hospitals.

33. The ticket system is in use at the General hospital and the Eye hospital. There is a registration fee in most of the others; in some cases it is not enforced. I have seen great distress caused to respectable workmen whose dependents have had to be refused admission to in the ticket hospitals because they could not produce the tickets as they did not know any rich charitable person who would give them one.

Admission
by tickets
to voluntary
hospitals and
its evils.

34. Both hospitals are crippled for want of beds, the list of patients needing operations or other treatment in the General, Queen's, and Women's is very large. I have had to keep at home, to the danger of their lives, patients needing immediate relief.

Inadequate
accommoda-
tion at
Birmingham
voluntary
hospitals.

35. As a student I dressed for a surgeon who had no public reputation; he had to have allotted to him a certain number of beds, he could not fill them with good cases. He had to get in trivial cases, e.g., one case was a superficial abscess, with which to fill his beds. At the same time another surgeon had to keep serious cases waiting as his beds were so full.

Alleged
difficulties as
to admission
and alloca-
tion of cases
in voluntary
hospitals.

Dr. A. H.
Bygott.
12 Mar. 1907.

36. The admission of patients is very unsatisfactory as the door is guarded usually by a young lately-qualified man having no idea of the worry of general practice and who seems not to appreciate the danger of keeping bad and doubtful cases under very improper conditions. It is often impossible for a doctor to say what is the matter with a patient when he knows that the patient should be in hospital to help someone to find out.

Birmingham
District
Nursing
Society
and its
operations.

37. This work is not done so extensively as in some other large towns; it is rapidly improving. I have been extensively connected with this work. With their help it has been possible to do successfully in emergency some major operations in patients' houses, and to treat successfully many cases which, if left to the nursing of their friends, would probably have died. The discharge of patients from hospital is rendered by their help possible at an earlier date. I think I once, in practice, sent them eighty cases in a month. They do very valuable work in connection with the General Dispensary. Their co-operation with doctors is getting closer, hardly any send in cases quite systematically; in others it depends on caprice rather than necessity, some never send any in at all. The matrons would gladly answer any questions. Very few schools are attended by the nurses.

Voluntary
Lying-in
Hospital.

38. A lying-in hospital is in course of erection. Up to a few years ago the nurses employed in this charity were of the Mrs. Gamp order. They have recently been replaced by trained women. The ticket system has also just been abolished, a registration fee of 2s. 6d. is paid.

Need of
larger supply
of midwives.

39. I was in the habit of transferring to them my parish cases (not many) where arrangements are made some time before the birth of the child. For a long time the charity has been so crowded that they will not take my cases. A doctor is of very little value to a woman in a straightforward labour; he cannot do any of the necessary nursing and the patient cannot, as a rule, provide it. I am reduced to paying out of my own pocket women I cannot trust to nurse my cases. The following question was addressed some time ago to busy general practitioners:—

You are a workman earning 30s. a week, your wife expects to be confined. Do you, outside the lying-in charity, know of any decent and respectable woman whom you can afford to pay, whom you would trust to attend your wife? No satisfactory reply was ever received.

Birmingham
General
Dispensary
and its
operations.

40. This is the most important system of providing for medical assistance to the poor outside the hospitals. I occasionally act as locum for one of the doctors. The medical staff are young men who have usually held hospital house appointments and are careful, energetic men interested in their work.

Arrangements are made to pay specialists to see serious cases at their homes; the specialist, having under his control hospital beds, makes entrance into hospitals, easy from the dispensary.

System of
admission to
Birmingham
Dispensary.

Tickets are obtained:—

- (a) From clergy and voluntary workers.
- (b) They may be bought (3s. 6d. for one month's treatment); this is not common.
- (c) Works in which the workpeople subscribe about 1d. per week. This seems to supply a very great number.

The great blot on the dispensary's usefulness is the ticket system. Some cases needing help cannot get them, whilst they are often given to cases who do not need them.

Birmingham
Hospital
Saturday
Fund.

41. Just under £20,000 is raised by this fund every year. It is divided into doles to the various institutions, but a very large amount now is kept back to maintain their excellent Convalescent Home at Llandudno, and one for children at Great Barr (a few miles out). £10,000 a year is given for convalescent work, the rest in doles. Most of this money is raised by compulsory weekly payments in factories, and the good effect of this system is an argument in favour of compulsory provision on the part of the workers against sickness.

Birmingham
Convalescent
Homes.

42. These consist of those connected with the Hospital Saturday Fund—one at Blackwell, and one for children at Moseley, and some small homes of rest, etc. They are absolutely necessary to restore patients after serious illness. It is necessary to pay 10s. towards the railway fare to the homes at Llandudno. The guardians oc-

asionally pay for paupers going to tubercle sanatoria. There is no charity sanatorium of this kind near Birmingham. Sanatorium tickets are most difficult to get.

43. Well-known friendly societies, e.g., Foresters, Medical Oddfellows (numbers could be furnished by Councillor assistant Middleton, J.P., Dale End). These societies have amalgamated for purposes of medical assistance, and employ a doctor of their own. Doctors, as a rule, consider it bad form to undertake this work, thus the number of good medical men who are available is small, and the power of the working men, who appoint, to discriminate is not great.

Friendly societies of good repute—outside these are few in number, e.g., Ebenezer. The medical work is done by doctors in general practice of good repute, and consisting largely of adult men gives little trouble.

Clubs connected with insurance companies have ceased operations since General Medical Council forbade advertising.

Private doctors' clubs, and those conducted by business agencies.—Before the Medical Council forbade advertising, medical Birmingham was infested by an army of canvassers clubs, pressing forward the claims of enterprising medical men. The business arrangements were bad. The doctors were glad to receive the money: after seeing the work in various practices it can be said that the club patient was looked on as a nuisance: the service he got was very bad, similar to that obtained from the cheap doctor. Some medical men have taken statistics, and they say that calculations based on amount received for each case was remunerative.

44. It is said that this society cannot live against Sands Cox the dispensary. It was an honest attempt by a great Dispensary man to solve the problem of medical assistance for the provident workman. I do not know much about it.

45. Many years ago Dr. Sands Cox founded a school for clergyman and doctors, hoping that many of them would practise in the town, that they would grow up and work together for the good of the city. This conception has never been fulfilled—each profession goes its own way.

46. Co-operation may be effected as follows:—

A workman subscribes to Hospital Saturday Fund, his son suffers from appendicitis:—

- (a) He gets a note from his factory for the dispensary.
- (b) Dispensary doctor calls in a surgeon, at expense of dispensary, who admits him as a favour to a general hospital.
- (c) Father gets Hospital Saturday note for a Convalescent Home.

The case is well treated throughout.

47. The links in the chain are made easy by the Hospital Saturday Fund; but it is easy to see that if father had worked in a factory which did not subscribe to Hospital Saturday Fund he would have had to beg a note from a clergyman or philanthropist, or take his boy to the hospital himself, on the chance of his getting in. Also it is most difficult to get convalescent notes. It is easy to see that the case of this class of sick poor is not to be envied.

48. As to overlapping:—

A man able to walk about may get assistance from several places:—

- (a) Private doctor by payment.
- (b) Private doctor by charity.
- (c) Dispensary doctor.
- (d) Parish doctor.
- (e) Doctor at medical mission.
- (f) Out-patient department, General.
- (g) Out-patient department, Queen's.
- (h) Out-patient department, Special Hospital.

49. All these methods are used in some cases one after another by people whose illnesses persist. No doctor is given a proper chance; in many cases nothing can be done and much valuable time and medicine is wasted.

50. It is common for people to use two institutions at the same time, especially where both distribute other relief, e.g., parish and dispensary, and to throw away one or both lots of medicine.

Co-operati
between
various
voluntary
agencies
for medica
assistance

Overlappin
between
agencies fo
medical
assistance i
Birmingham

51. There is frequently a slight spirit of rivalry on the part of the governing bodies of institutions which would be hostile to any amalgamation. Some years ago it was proposed to unite the Lying-in Charity and the District Nursing Societies; it would have lessened expenses and have afforded a valuable means of training the two staffs by working together in obtaining a mutual knowledge of the two departments. I was present at a committee meeting of the latter Charity. It was concluded that it would be a lot of trouble and the Society would lose its identity; it was decided not to proceed further. Since then each society has bought house property and an amalgamation would be more difficult.

52. The special hospitals were mostly originally one-man movements; they do the same work as the special departments in the general hospitals. They are always appealing for funds, it is often more difficult to obtain admission to their beds than a general hospital. Owing to the reputation of Mr. Lawson Tait, the congestion at the women's hospital is always very great.

53. Our Poor Law services are quite separate from the Health Department. I know and am on friendly terms with all the health medical officers, but the opportunities for interchange of courtesies are not numerous.

54. The provision of one central authority is much to be desired, and the same arguments which have been so prominent in the education question apply to this also. It would, I think be resisted by the governing bodies of the various institutions, when it is remembered the total number of beds in all the Birmingham voluntary hospitals are compared with the number in the city hospitals; and the able way in which the latter are managed, it seems to suggest a solution of the difficulty.

55. Subject to correction from the coroner, it seems that few people die without having received any medical assistance when their friends thought they needed it. In most cases, when a person dies unexpectedly without aid, the doctor discovers that if he had been called in earlier his services would have been unavailing. People do die from insufficiency of medical treatment.

A woman, wife of a labourer earning 18s. a week, was seen by a doctor at a favourable moment for interference in a case of labour. He sent the man with a note asking the relieving officer to admit the case to the Workhouse Infirmary, as the husband could not provide his wife with the assistance she needed. This was refused; the woman died and left a family, an inquest was held, it was decided that everyone concerned had acted within the law.

A patient with strangulated hernia had an operation delayed twenty hours before being admitted into the General Hospital. The delay seemed to make all the difference between death and recovery.

An old man with cancer of the lip waited more than three months with his name on the waiting-list of the General Hospital; finally a general practitioner took the man into his own house and operated, life was prolonged sixteen months and might have been saved by more prompt attention.

56. *Damage as to Quality of Treatment Supplied.*—Cases where death or serious damage may result through want of immediate application of first-rate or prompt treatment are fortunately rare, such cases as:—

- (a) Choking due to foreign bodies in air-passages.
- (b) Strangulated herniae.
- (c) Glaucoma or serious eye disease.
- (d) Very serious bone inflammation needing immediate operation.
- (e) Heart failure which could be combated by drugs or treatment.
- (f) Appendicitis needing immediate operation, or rupture of ulcers of stomach or intestine.
- (g) Internal abscesses which may rupture into chest or abdomen.

57. The busiest general practitioner cannot give a long list of any of this group of cases he has met with in practice, but it is fortunate that many of these cases get taken to the hospital first-hand.

When these cases do arise in practice is best determined by considering the quality and sources of assistance available to the poor:—

(a) Case may be taken to the hospital—then, except for the avoidable mistake of entrusting the decision as to the admission of such cases to recently qualified and inexperienced men, the patient has the best chance.

(b) Case may get assistance from the dispensary, who may get an honorary to take it in as a favour.

(c) Assistance may be obtained from the parish—the outdoor staff are experienced general practitioners, but the only further assistance is that of another gentleman of the same description in the Poor Law infirmaries, except in the parish of Birmingham which does not contain half the population of the city. Doctors often apply to me for aid in cases needing treatment by specialists, but I have to draw their attention to this state of affairs and to leave them to get out of their troubles as best they can, or facilitate admission of case into a hospital.

(d) Assistance may be got from a private doctor. Although the general practitioner does very kindly acts for which he does not get credit, the quality of the doctors who frequently attend the poor has to be examined.

58. For many years in Birmingham the cheap doctor has flourished. He has done better since the inferior medical clubs were done away with—that they have an important bearing on the question is evident. A registrar of deaths states that the greatest number of death certificates which he receives are from doctors of this class. Most of them are Scotch or Irishmen who are not highly educated or well trained, few of them make anything like habitual use of nursing societies, many never send in any cases at all; very few of them are well in touch with any form of voluntary charity.

Several of them (fortunately their numbers are diminishing) drink, some to an extent as to render them just capable of getting about, unfortunately not quite enough to prevent them working altogether. Practically none of them have received any instruction in Public Health (it was only added a few years ago as a compulsory part of a doctor's curriculum). The scale of fees is as follows:

6d. for consultation at the surgery and medicine. Some of the higher class doctors try to get 1s. for adults.

3s. 6d. for attendance at home for one week, with 5s. for an adult, if it can be got.

10s. 6d. for midwifery.

These are usually inclusive charges. The doctor usually has no horse, or assistant, or dispenser, and when it is considered the amount of work which must be done to earn from £250 to £400 a year on this scale, or in rare cases from £700 to £1,000, it is not conducive to thoroughness. Many of these doctors profess to work on a cash basis, but all give more or less credit for work for which they are never paid, which greatly increases the total.

Practically they never strip a patient's chest in the surgery to carefully examine it. They listen to a chest with a stethoscope through thick overcoats, and if they do hear anything they seem to have no idea of the significance of what they hear. I have shown a naked chest full of fluid to one of these men and he has failed to detect it and has proposed to treat the patient for indigestion. I have known them treat cases of appendicitis about to rupture with stomachic drugs and put poultices on strangulated herniae.

They encourage patients to treat wounds with dirty poultices. In their midwifery practice they never carry out the requirements of the central midwives board arranged for the guidance of midwives.

The patients who apply to them have only one desire, viz., some medicine in a bottle; many of the patients, through carelessness or ignorance, are loth to take advice. Many of these doctors trouble them very little in this way, except to order poultices and alcoholic stimulants which they should know cannot be used with any discretion. We have thus—

Careless doctor. Careless nursing.
in a vicious circle.

Dr. A. H. Bygott.
12 Mar. 1907.

Question of sufficiency of medical assistance for emergency cases.

Cheap doctors in Birmingham, their qualifications and fees.

Evils of cheap doctors in Birmingham.

Dr. A. H.
Bygott.

12 Mar. 1907.

Evils of cheap
doctors in
Birmingham.

The great safeguard against this system seems to be that most ailments tend to get better, and if the illness is protracted, the patients go elsewhere, as their power to pay fees has its limits. I have discussed this question with working women, who tell me that to pay 5s. a week for two weeks out of an income of under 30s. where there are children, means some form of deprivation.

It is common to find bad cases of adenoids and discharging ears in other children in which no treatment has been suggested when doing vaccination work. At the same time it is not uncommon to find children with well-marked heart disease and the only previous illness recorded is some trifling ailment in which they were treated by a cheap doctor who did not examine them.

The question of postponement and discontinuance of treatment may be answered to some extent by examining the systems.

Overlapping
between
agencies for
medical
assistance to
the poor and
evils thereof.

43999. (Chairman.) Your statement is so full that I hardly think it is necessary for me to take you through it paragraph by paragraph, therefore I will put some general questions summing up your evidence. There is in your opinion a good deal of overlapping as regards the medical relief which is obtainable by the poor?—A very great deal of overlapping.

44000. Should you say that that is beneficial to the patient or not?—Most detrimental.

44001. In what sense is the relief that he gets in consequence of this competition inferior?—The relief is very inefficient; in order to carry the case through a patient may have to seek aid from several institutions; they do not co-ordinate at all at the present moment. It is an exceedingly difficult matter sometimes to go from one place to the other. In Paragraph 46 I give you an instance of a hypothetical case of a boy suffering, say, from an attack of appendicitis. I show you a large number of institutions that he might have to come into contact with before the case could be properly alleviated.

Deterrence
of medical
relief.

44002. We will go very shortly through the various systems of relief that are available for the poor, using that in a very broad sense. I will begin now with the Poor Law medical relief. Opinions have been expressed that the fact that the medical relief is associated with the Poor Law is a deterrent?—I am sure it is.

44003. You are satisfied of that?—I am very strongly convinced indeed on that point.

44004. And in consequence people who have difficulty in paying for medical relief do not come as soon as they ought to for Poor Law medical relief?—They put it off as long as possible; in many instances they shrink from it.

Birmingham
free dispens-
saries and
classes
resorting
thereto.

44005. There are free dispensaries in Birmingham?—Yes.

44006. What sort of class go to them, much the sort that would come to the Poor Law?—No, a superior class as a rule; but all Poor Law patients practically that I have ever treated, if they can get dispensary notes, if they can beg dispensary notes from clergymen, will seek the aid of these public dispensaries.

44007. Next come, I suppose, the provident medical institutions?—We have not very much in the way of provident medical institutions in Birmingham.

Provision of
medical
assistance
through
friendly
societies.

44008. Do the benefit societies at all take their place?—The benefit societies from a medical point of view are not doing a very large work in Birmingham, such as the Foresters, Oddfellows and that kind of thing.

Difficulties
of medical
assistance for
class
immediately
above pauper
class.

44009. How do the class above that particular social stratum which comes to the Poor Law authority get their medical relief?—With the greatest of difficulty. I have been discussing that matter on several occasions recently with the mothers of babies that I have vaccinated, and I find it is a most difficult and undignified arrangement very often for people in that class to get any medical assistance at all.

44010. Why; because they cannot afford to pay?—In the first place they cannot afford to pay a doctor; if the patient is sufficiently well to allow it to be taken to an institution, of course that sometimes means in Birmingham travelling for a mile or two. Then, of course,

there are the institutions which cater for them, but even those institutions are prohibited sometimes by the use of the note system; if, on the other hand, they require a doctor to visit at the home, unless they are able to get dispensary notes, say from the works where their husbands work, they have very great difficulty indeed. They have either to go to a clergyman or some philanthropic person and beg these notes.

Difficulties
of medical
assistance for
class
immediately
above pauper
class.

44011. Do most of the large factories subscribe to dispensaries, and in that way give notes to their employees?—They do.

44012. Does that apply to the wives too?—Yes, they can get a certain number for their families. The arrangements sometimes are rather complicated. A man pays about 1d. a week, and for this he is allowed one dispensary note a year; if he happens to want another I think they pay about 3s. 6d. for the other note. Every subscriber of a guinea receives six tickets, that is 3s. 6d. each, and then these tickets may be sold to the workmen who require additional notes.

Compulsory
deduction
from work-
men's wages
for subscrip-
tion to hospi-
tals and
benefits
thereof

44013. Is that practice prevalent?—It is not very prevalent, but that is a practice that is made use of.

44014. A man who subscribes his money only gets treated once in the course of the year?—The rules vary in different factories, but that is a common rule.

44015. In the case of anybody being seriously ill what happens?—The usual way, unfortunately, is for many of them to call in a doctor and not pay him if it is a matter of real emergency.

44016. Would the doctor, supposing it was a serious case, be able to get the patient into a hospital?—He has the greatest difficulty; when I say that I speak from experience.

Difficulty of
securing
accommoda-
tion in
hospital for
patients.

44017. Is that from lack of accommodation?—From lack of accommodation and the note system; and of course another troublesome thing is this: the person who decides as to who shall be admitted into a hospital is usually a young house surgeon, a recently qualified man. That man has no idea of the worries that a general practitioner has; a doctor, for instance, sends up word that he wishes to send in a case, but he may not be sure, and very often is not sure that it needs immediate operation; the answer he gets back is a sort of supercilious answer from this young gentleman, who says, yes, if he (the House Surgeon) thinks it is a proper case he thinks it may be all right, he will admit the case if he has a bed. The result is that the doctors do shrink from sending these cases in as much as they can, and in consequence I have known a great number of instances where patients have sustained damage through that system.

44018. Summing it up, would you say that medical relief from a domiciliary point of view is deficient?—Very deficient.

Deficiency
in supply of
domiciliary
medical
assistance.

44019. You are an Aston medical officer; what you say, I suppose, applies to the whole of Birmingham?—To the whole of Birmingham; I have been an Aston medical officer for five years, but then, of course, the parish of Aston contains a very large part of the city of Birmingham; all my district is within the city of Birmingham, and before I was district medical officer I was in practice in a poor district, and that was in the parish of Birmingham, so my experience does apply to all Birmingham.

44020. Taking Aston as a whole, I assume you would say it is a better district than the old part of Birmingham?—The greater part of my district is; for instance, about 78,000 of my people are more respectable than people who live in the older parts of the town.

44021. You have a large infirmary at Aston?—We have.

44022. And there is a very large infirmary at Birmingham? Do the poor show reluctance to go into the infirmary?—They do. It is oftentimes very difficult indeed to get them to go in at all, because it is the infirmary, because it is connected with the guardians.

Deterrence
of medical
relief.

44023. Both infirmaries are exceptionally well equipped?—I do not think they are; as a matter of fact we have no consulting staff at all at Aston, and if a serious operation has to be done in the Aston Infirmary it is supposed to be done by a general practitioner with very little experience and probably very poor medical qualifications.

Need of
consulting
medical staff
for Poor Law
infirmaries.

44024. You have no consulting physicians?—No consulting physicians or consulting surgeons either.

44025. Is a doctor called in specially?—No, if a doctor is called in he has to be called in as the friend of the medical superintendent. There is no official arrangement for that purpose.

44026. Do any of the hospitals give free out-patient treatment?—The Queen's Hospital is supposed to give free out-patient tickets, but as a matter of practice the house governor there is a business man and he puts on as much of a lever as possible in order to get a shilling out of the applicant; he gets the shilling if he possibly can.

44027. What proportion of the cases does he get his shilling from?—That I could not say. I do not think they can grant many free tickets there. I have seen their annual report (I am speaking from memory now) and it did not strike me there were a very large number of cases except ordinary casualties that were taken without the payment of the shilling. Practically everybody expects that he has got to pay the shilling.

44028. Summing up your evidence, you would say that the health of the community does suffer from the insufficient quality of the medical relief obtainable?—I do.

44029. Supposing you had a free hand, what would be your remedy? What would you try to set up?—If I could do as I liked, I should like to institute the German system, the system of compulsory insurance, but, knowing the working classes as I do, I am not at all sure whether they would allow me to do so; if that is so that is a matter for other people to decide; I do not think they would, but if they did not the first thing I should do would be to unite these scattered forces.

44030. Let us see how the German system would operate; there is compulsory insurance against sickness?—Yes.

44031. Do doctors take certain families, or are there certain doctors who are available and are paid a fee in Germany?—I am not absolutely certain as to what takes place in that respect there, but I understand that there is a list of doctors in every town who are willing to work for these fees, and the applicant can call in who he likes.

44032. Failing compulsion what would you suggest here?—Unification as far as possible of all this existing machinery; so far as the voluntary charities are concerned, they have done an exceedingly good work for a great many years, and one would not like to disturb them perhaps at the present moment, but the first thing to my mind that ought to be done is to unite all the public medical services. For instance, my department ought to be united with that of the medical officer of health, and then our Poor Law infirmary and the treatment of the sick should be entirely divorced from the giving of relief. First of all there is the linking up of the two public medical bodies, secondly the taking away of treatment of the sick entirely from the treatment of the destitute. I do not think at the present stage one would be able to go very much further than that.

44033. Let us take first the linking up. You would have two separate branches, keeping the health department separate from the medical or curative?—I should make them all one. I would have one person who was responsible for everything; if we had two departments they would at once commence to quarrel.

44034. It has been suggested to us that linking up in one sense would have a very great advantage, as it would concentrate all statistics, and it would be possible to trace cause and effect much more easily than is at present possible?—It would; as a matter of fact at the present moment it is exceedingly difficult to trace anything as far as we are concerned, because we keep no statistics.

44035. Your suggestion would be to link up the two departments and dissociate them practically from the Poor Law?—Absolutely.

44036. And put them under the town council?—That seems to be the only available body at the present time, and I certainly should.

44037. Following up this idea of general insurance it has been suggested to us by certain medical men that to get over that difficulty, we might utilise provident medical institutions much more than is done now; that, we might put indirect pressure on persons to join them and that where persons have not joined the Poor Law authorities should pay the fees?—That in Birmingham at the present moment would be almost impossible; we should have to create our provident dispensaries, that is to say, from a medical point of view.

44038. How would you deal with that difficulty; you would not make medical relief free?—I should prefer not to make it free because as a rule a person values what he has to pay for and that has to be considered, but I am afraid at the present time my feelings in England would be to make it free.

44039. Free for all or only those who could show that they were earning below a certain standard of wage?—I should make it, I think, free for all, because it is exceedingly difficult to take a figure as to an ordinary income, it is exceedingly difficult to lay down definite rules, that is to say, unless you make a very wide margin.

44040. Assuming you make it free for all, there would be a considerable charge on the public funds. How would you bring in these voluntary charitable institutions? Would not the effect of a scheme of that sort be largely to reduce their subscriptions?—I am afraid it would, but I feel sure it would bring about very much greater efficiency.

44041. Assuming that you had a sort of unified service of this kind, I assume you would contemplate having medical schools?—Certainly.

44042. In the infirmaries?—Yes.

44043. Do you consider present medical science loses much by there being no schools in infirmaries, and consequently medical students do not get all the detailed information they might conceivably get in a great many chronic cases, such as rheumatism in its various forms?—I am sure it does. For instance, in our Birmingham Infirmary certain members of the consulting staff hold classes there. The practice is somewhat irregular, but they do hold classes in there, and friends of mine who have attended them have spoken of the very great value they have received from those classes. As a matter of fact before I presented myself for my examination as Doctor of Medicine at the University of London I did some medical work myself in the Poor Law infirmary in Birmingham, and I know it was of very great value to me, so I speak from experience.

44044. You would separate not only the domiciliary medical relief and out-relief but also the infirmary from the Poor Law?—Most certainly.

44045. Assuming the workhouse was kept separate the guardians would still require some wards?—You mean for the aged and infirm?

44046. Do not a great many people pass from the workhouse into the infirmary, and *vice versa*?—Yes.

44047. How would you deal with those cases; would you have a separate small hospital attached to the workhouse?—In all probability these two institutions would be somewhat near to one another, I certainly would not advocate a dual system, I should move them across. Of course it would be advisable to have a very small method of treating emergencies that arise in an institution, but I do not think that need present great difficulty.

44048. A further difficulty has been suggested to us that in so many of these cases doctors order food and material comforts. Would you give this gratuitously under a medical system or would you call in the Poor Law?—I have thought about that a good deal, and the way I would deal with that question is this. I should object at any rate in large centres to the work of the district medical officer being trusted to young and inexperienced men, but they certainly ought to have someone to look after them, who could supervise, if necessary, these arrangements if they were not satisfactory. What I should do would be this, if I went to see a patient as district medical officer I should go to the house and take note of the house and the patient's surroundings; if it were necessary for me to draw the attention of the

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Difficulty of creating a system of provident dispensaries, that is to say, from a medical point of view.

Question of desirability of free medical relief.

Need of making the Poor Law infirmaries medical schools.

Proposal to dissociate medical relief from the poor law and difficulties thereof.

Difficulty of that in so many of these cases doctors order food and material comforts under free system of medical relief.

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Difficulty of
medical com-
forts under
free system
of medical
relief.

ordinary health department to anything that was going wrong there I should be prepared to do so. At the same time I should write a prescription for the patient which would be taken to the dispenser. I should then write the diet and a list of the articles that ought to be provided for the patient. That list would be handed over to the friends, and it would be the duty of the friends to see that that patient had what was ordered. If they were not able to provide it themselves they could take it over to some voluntary agency or to the relief department under any kind of Poor Law system and get it in that way. If of course it was a matter of great urgency where something was required at once, then arrangements ought to be made for the supply of that, say, in the case of emergency from the dispensary,

44049. Assuming that the Poor Law guardians had in certain cases to supply this, would you give power of recovery, assuming the patient's family were capable?—There certainly ought to be power of recovery (I think I am speaking of this as a principle), if it was proved that it was entirely due to the patient's thriftlessness.

44050. Now as regards women, are you in favour of having lying-in wards?—Most certainly.

44051. At present is there much reluctance amongst poor respectable women to go into the infirmary?—There is great reluctance and in my union the guardians strongly object to their going in.

44052. They prevent them going in?—As far as they can.

44053. Is there reluctance because it is associated with the Poor Law or on account of the class they have to associate with?—The reluctance varies, the women have a shrinking from going away from home, that is the first thing. They do not think apparently about the class they will have to go in with. I have not heard that stated as an objection, but they strongly object to going into a place that is associated with the Poor Law.

44054. Have the health committee any milk establishments, do they help the mother at all?—Not in Birmingham. The medical officer of health has proposed it, but he has had such strong opposition from some of the members of the town council that he has not been able to go further with it.

44055. I assume the Health Authority have some infectious hospitals?—Yes.

44056. Are all treated there free?—All free, and as far as I know the practice is not at all objectionable. People go into those hospitals as a matter of course; there is never the slightest difficulty.

44057. Do the municipality support, or do the Poor Law guardians support, the families of the men who are in these infectious hospitals, and unable to work during that period?—Our guardians under those circumstances, treat the woman as a widow with a family during the time that the man is away.

44058. Does the municipality at all contribute?—No.

44059. We have had it in evidence that where there is an infectious case and the head of the family is taken away, in some municipalities there is a contribution made towards the cleaning of the house and maintaining the family?—The municipality in Birmingham cleans the house, and in the case of smallpox they remove for a time, but I believe only for a short time, contacts to a sort of small institution just for a little while, that is all they do in the way of provision of food and that kind of thing.

44060. Is the category of infectious diseases increasing as science develops?—Very much.

44061. So that that class of medical relief to the poor is growing?—Yes, for instance in Birmingham we have added typhoid and diphtheria during the last few years. Before that was done the difficulty in treating typhoid was something terrible. I have seen patients kept at home in some cases, and in fact I have seen people die through not being taking away.

44062. Is the notification of those cases compulsory?—Yes.

44063. (Mr. Booth.) There is a division in medical treatment between those that can be treated in their homes and those that need to go to an institution, is there not?—There is a division, but it is a somewhat shadowy division. The more that I have to treat the sick the more firmly convinced I am of the necessity of treating anything that may be looked upon as serious in most cases in an institution.

44064. Is the decision as to that to be the decision of the medical man in charge of the case?—Yes.

44065. Absolutely?—Absolutely.

44066. Without any liberty on the part of the patient or of his friends to object?—There are two classes of cases that I think come under that category. There are certain cases where either for the saving of the life of the patient or through being dangerous to others I think the patients' liberty ought to be curtailed. There are certain other cases where the evil which would result would be this, the patient would not get well, the suffering would then be the patient's, and under those circumstances I do not think it would be fair to interfere with their liberty.

44067. Under your scheme would you organise some authority; you would not leave it for any individual medical man who might be a man perfectly incapable of deciding. Would you organise some authority who would decide that?—I should; for instance, in a matter like that a district medical officer, who would be an official, should see the case, and if he decided that was a proper case to be sent away, the matter should be referred to a magistrate, and the patient should be removed on a magistrate's order.

44068. Where that is now done in the case of infectious disease owing to the fear of injury to others, it is considered necessary to keep the family from whom you have forcibly removed the breadwinner, is it not?—Of course the matter now at the present moment is referred to the guardians, and the guardians use their discretion in the matter. In our union they practically always do keep the wives and families, at least they allow them a dole.

44069. What I had in my mind was that apart from the Poor Law, I do not say it is so everywhere, in some municipalities they have made an allowance to the family, if the person upon whom they are dependent for their support have been removed?—I consider that is a perfectly fair arrangement. Personally I have never known anyone suffering from an infectious disease removed under a magistrate's order. Of course that can be done, the law provides for that at the present moment, but in the course of my experience I have never known anyone removed to an infectious hospital with the help of a magistrate's order.

44070. Is it not almost a matter of justice that if a patient is removed for those reasons the family's claim should be considered quite apart from pauperism?—Certainly.

44071. Your whole idea is to separate the question from the Poor Law?—To separate the two.

44072. Would not that ultimately raise rather a difficult question; you would have to prevent people coming in, as well as entreat them to come in, would you not? I mean a patient wishing that his family should be relieved in this easy way might possibly imitate or pretend that he had a disease that he had not got, or at any rate made the most of a disease that he had got, so that the authority would have to decide not only who had to come in, but who ought not to come in?—They might as a rule; my experience is this, that a patient does not as a rule like to be compulsorily removed to an institution, because he would feel if he were compulsorily removed he might not be able to come out when he liked.

44073. You would control liberty in both directions? (Mrs. Webb.) It would be a case of diagnosing illness?—It would be a case of diagnosing illness. One certainly feels we deal with that kind of thing in the common cases of insanity. I send away about fifty lunatics a year, but I have never met with a man yet who pretended to be mad for the purpose of getting his wife and family supported.

Deterrence
of poor law
lying-in
wards.

Medical
assistance of
the poor by
the Birming-
ham Sanitary
Authority
and growth
thereof.

The proper
authority for
deciding as to
institutional
or domiciliary
medical relief in
particular
cases.

Relief of
families of
sufferers from
infectious
diseases and
difficulty of
extending
practice to
non-infectious
diseases.

proper authority for his liberty completely and that would obviate that. It is perhaps hardly a fair question to ask, but are you sufficiently satisfied with the perfection of the knowledge of medical science to give such an enormous power over the liberty of the man into the hands of professional people?—I am, provided that you employ a doctor of sufficient standing and experience to do it.

44075. I think you did propose there was to be a lay authority, a magistrate?—Yes, at the present time I am sorry to say the magistrates do not give you very much help.

44076. (*Mrs. Webb.*) With regard to the point that Mr. Booth raised, I understand it would be only in case the patient was dangerous to other people, or that his life was in danger that you would think of compulsory removal?—Those are the only circumstances.

44077. If he simply did not want to be removed, and there was no danger to his family and his neighbours, you would simply say, "I must cease to attend you if you refuse to come in"?—That would be the way we should treat them. If a man will not co-operate in his own cure he takes his chance, he does what he likes.

44078. And although there is a theoretical objection it is not a practical objection?—It is not.

44079. You do not in the case of fever find any practical difficulty?—No.

44080. They are quite prepared to come in when you want them to come in?—Yes. Of course there is a little more trouble perhaps with the case of enteric, but with scarlet fever we never have the slightest trouble. Enteric is a disease that has only recently been notifiable, and we have a little more trouble with those cases. Our main trouble at the present time is with bad cases of phthisis.

44081. You are really extending what already exists in principle?—That is so.

44082. With regard to throwing the poor back on the cheap doctor and the sick club, does that sort of medical attendance lead to better hygienic habits on the part of the poor?—It does not.

44083. Are not hygienic habits the things that you want to grow more than anything else?—They are.

44084. You deliberately say that the sick club doctor and the cheap sixpenny doctor do not lead to better hygienic habits?—I do.

44085. It leads merely to a bottle of medicine?—A bottle of medicine.

44086. And it encourages a sort of superstition that they can be cured by bottles of medicine?—It does.

44087. Without improving their habits?—Without improving their habits at all.

44088. Do you think if you could organise medical assistance of the poor under the medical officer of health, you could make medical treatment an instrument for the improvement of the habits of the poor?—I am sure we would.

44089. That you could increase the responsibility of the poor by creating a new obligation to keep healthy?—I am sure we could.

44090. In that way do you think we should be counteracting a moral evil?—We should be counteracting a moral evil.

44091. So we should be decreasing the death rate?—Yes.

44092. And decreasing the sickness rate?—We should.

44093. And we should be improving the character?—Very much.

44094. That you are quite convinced of?—That I am quite convinced of. I have had practical experience of this kind of thing. We have in Birmingham an efficient district nursing service, I have worked with those women for years, and I have been surprised in some cases at the reformation that the influence of that woman has been able to effect. She has been able to do far more than I could. I have often perhaps wanted to get a patient to go into a hospital or some institution. My persuasive powers have had their limits, and I have not infrequently

asked the nurse to take the thing in hand, and she has been able to do things which I could not. By the effective co-operation of the nurses and myself, we have been able to do a very great deal.

44095. This is a very important point; in that way you not only increase physical healthiness but you actually increase the measure of moral responsibility?—You do.

44096. So supposing you could get a system of free medical attendance, including these health visitors and district nurses, and force it on the worst slums of Birmingham, do you think you could raise the moral character of that slum?—If you were to do that some difference would be made at once; there would be a great difference made almost directly after the thing had been in proper working order for a comparatively short time, but for the future the good that would be done would be enormous.

44097. You would increase the responsibility of the parent with regard to the infant?—You would.

44098. You would not diminish it?—Not at all.

44099. You would make an obligation on the part of the mother to keep the child alive?—You would.

44100. Under the present system they regard death as the Act of God and they do not feel under any such obligation?—They do not; many of these people seem to feel that they have no responsibility at all to their families.

44101. So that by this system you would practically increase the consciousness of family obligations?—You would increase the obligation.

44102. You are distinctly averse to our throwing back the poor on to the cheap doctor or club?—I am; in many cases it is a very cruel thing to do.

44103. As regards the medical profession, do you consider that the cheap doctor's practice is one which leads to more scientific attainments?—It does not. It is a sort of plague spot on the medical profession altogether. As far as the medical profession is concerned it would be very much better if that system were removed.

44104. It is a sort of diseased part that you had better cut away?—A diseased part that wants amputating.

44105. Would you explain to us, because I do not think we quite realise it, the effect on the character and intelligence of a doctor of doing this cheap practice?—The whole of his desire to improve is gone. The man becomes a sort of medical shopkeeper. I should like to give you an instance of what happens to a man when he does that kind of work. An elderly practitioner once asked me to see a patient with him, he wished to have my opinion; on the way there we went into a house where there was a poor woman suffering apparently from puerperal fever, it is quite likely there was a piece of placenta left in the uterus. This woman was very ill indeed; this practitioner went and had a look at her and gave some very ridiculous directions; I asked him why he did not examine her; he said, "I cannot because of my hands;" I said, "Won't you let me, I shall be very pleased;" he said, "No, I will not." The man was very angry with me and would not allow me to do it. I always regretted afterwards that I did not press my services rather more strongly than I did. On our way down the street the man said to me: "You know my hands are of much more importance than that woman's life—at least, they are to me." If he had taken proper precautions I do not think he need have risked his life in any way and he might have saved that woman's life. The same man was talking to me about administering anaesthetics, and he told me he could not afford to pay for anyone to administer them, he had to do the best he could for himself; and he said if ever it came to a question of the coroner's court, and he was questioned about it, he would have to say that he could not afford it; it was simply a matter of money.

44106. Apart from those terrible cases, do you think from the common run of their practice it means that they simply ladle out medicine, the effects of which they do not understand and which they do not observe?—It seems to be a recklessness of the consequences of what they do.

44107. It is not because they are bad men, but because the system does not allow of anything else?—The system does not allow of anything else; many of them, I believe, are good-hearted men.

Dr. A. H. Bygott.
12 Mar. 1907.

Reformative influences of district nurses and health visitors.

Effect of health visitors on parental responsibility.

Evils of forcing the poor to resort to cheap doctors and medical clubs. Evil effects of cheap doctors' practice on cheap doctors themselves.

Dr. A. H.
Bygott.

12 Mar. 1907.

Difficulties of
amalgamat-
ing Poor Law
and sanitary
authority
medical
service.

Scheme of
training for
public
medical
officer of the
future.

Lack of in-
centive in
existing Poor
Law medical
service.

44108. It has been suggested to us that any attempt to unite the Poor Law officers with the health department might injure the health department or might impair it. What is your view of that?—At first there would be some difficulty. The medical officer of health as a rule has received an entirely technical education, he has never had anything to do with the treatment of the sick. Of course, we, on the other hand, have never had anything to do with public health questions, and I can see that at first there might be some difficulty, but what would eventually happen would be this, that the district medical officer's office would be the stepping-stone to that of the medical officer of health. The district medical officer would have something to look forward to, it would make him do his work very much better. When he eventually became medical officer of health he would have a knowledge of the treatment of the sick; he would have been amongst these very people, he would know them and he would have knowledge of how to take measures for their welfare; he would not do that, as he very often does now, as an armchair politician. Whatever the system would do it certainly would not impair the efficiency of the medical officers of health, but before many years had elapsed it would be their salvation.

44109. What sort of medical training and qualifications would you suggest if you had this municipal service, where would you begin?—I should begin first of all in the medical schools, and I should teach my student a thing, which is unfortunately never taught now, not only to treat the disease but to treat the patient. One of the most important things that a doctor has to realise is this, that a patient is a human being and has to be treated from his human aspect. Then when the man has done that and he has served his hospital appointments I should send him out to get special experience in fevers, and while he was doing his fever work he would probably take his diploma in public health. When he had done that I should then put him on to a district as a district medical officer; he has got his fever training, he has got his good hospital training, he is a first-rate practitioner; we presume then he goes and puts into practice in the houses of the poorest what he knows, and it has a very sobering influence, and it tends to make that man a very practical man. Then, of course, when he comes to rise in the service, so to speak, he has a very sound and practical knowledge of it in all its branches.

44110. He might either become a specialist in one of your hospitals if he takes to specialism, or he might become a medical officer of health?—He would practically have to become a medical officer of health.

44111. He, as a medical officer of health, having had that sort of training, would have an enormous advantage in preventing disease?—I am sure he would.

44112. On the other hand, you think the district medical officer would have a hopeful future to aim at?—He would. One of the greatest blots on our present service is this, a district medical officer has no hope. When I was thirty-three I had risen to the highest rank in my service. One of my colleagues, I think, at the age of twenty-five had also risen to the highest pinnacle that he is ever likely to be able to reach in the Poor Law service. We have no incentive to work.

44113. You also find that, owing to the fact that your service is connected with the relief of destitution and the stigma of pauperism, you have not good opportunities for successful treatment?—We have not, our opportunities are practically nil. As a rule, what we have to do is simply to go into the house and tell the patients that they must go into the infirmary.

44114. You find a curious kind of atmosphere against you?—We do.

44115. Because of its connection with the relief of destitution?—Yes.

44116. On the difficult point of medical extras, would it not be desirable to leave the provision of food, except in urgent and sudden necessity, when it must be given to the Poor Law authority?—I think it might very well be left to them.

44117. Do you not think that would act as a sort of automatic check on the treatment of disease in the home in improper cases. Supposing you had your district medical officer under the health department, and he went to a home and said: This case may be treated in the home if there is proper nourishment, and then the Poor Law authority said: No, we do not wish to give nourishment to this case, would it not be in some way an advantage that a district medical officer would have to take that case into an institution? What I am driving at is this: Is not that a *prima facie* case against treating a case in a home where there is not sufficient nourishment coming in?—It is.

44118. Would there not be some positive advantage in separating the medical treatment from the giving of food?—There would.

44119. In order to make a stand against the treatment of disease in destitute homes?—Yes.

44120. So that there would be no practical disadvantage in dissociating medical treatment altogether from the relief of destitution?—There would be no disadvantage whatever.

44121. And, of course, in a case of sudden and urgent necessity, the relieving officer is at present obliged to give food anyway?—Yes.

44122. So that you could send an order to the relieving officer in case of sudden and urgent necessity?—Yes.

44123. And he would be withholding it at his peril?—Yes.

44124. In cases of long continued illness it could be left to the Poor Law guardians to decide whether they preferred to have that case treated in the home, in which case they would give nourishment, or whether they would prefer the district medical officer, on behalf of the health department, to remove the case to an institution, in which case the Poor Law authority would be obliged to give food and relief to the family?—Yes, I should certainly put that pressure upon them.

44125. It is desirable from that point of view to throw a slight disadvantage on treatment in homes where there is positive destitution?—Yes.

44126. With regard to the German system which you suggested tentatively, I understood that you thought that in Germany they had a free choice of medical men. That has been suggested to us, a public medical service to which all practitioners should belong leaving the paupers to have a free choice of medical men; do you not think there would be some disadvantage in leaving the patient accepting free treatment to choose his own medical man?—There are great disadvantages in that, as one has seen that sort of arrangement in Birmingham. There have been on a small scale clubs which have a list of doctors, and you unfortunately then begin to find that these medical men have a tendency to compete one with the other, and one man would say, or he might not say, but it would soon be assumed in that neighbourhood: If you go to Dr. So-and-so you will be allowed milk and other things, but if you go to Dr. Somebody-else he will allow you more, so that if that work were done by ordinary medical practitioners you would get a great deal of difficulty.

44127. If you regard medical treatment as checking people's bad habits, it would follow, would it not, that if you allowed free choice to the patient he would choose the doctor who least objected to his bad habits?—He would, undoubtedly.

44128. Therefore, from the point of view of the public health department, it would be a bad system?—From that point of view it would be a bad system to allow a choice in that way.

44129. And also it would encourage malingering?—It would.

44130. One of the suggestions that Mr. Booth made just now was that you would have malingering; that would be very much encouraged by leaving the choice of the medical man to the patient?—It would.

44131. You want rather the kind of medical man who looks at disease from the point of view of prevention?—You do.

The difficulty of medical comforts is transferred to the sanitary authority.

Proposal to allow paupers to choose their own district medical officers a objection thereto.

44132. Could you give us any notion of the character of the houses occupied by your patients?—I have made a small report, which I think perhaps might be valuable. I have taken a hundred of my patients and put down the diseases they were suffering from and their ages; I have described the houses and also put in the wards in which they live, and there is a list of the death rates.

44133. (*Chairman.*) Does that refer to the deaths?—This is really a public health question. I have in my district inhabitants of three Birmingham wards, I have put down here their names, their ages, and their addresses, and I have put down the ward in which they reside; then I also make a note as to the character of the house in which they lived. (For return, see *Appendix No. XVII.*, (A).)

44134. (*Mr. Loch.*) Is there any relation between the diseases and the surroundings?—There does not seem to be any great relation, but it shows the different class of houses that are occupied.

44135. Is not your point in this to show that there is a relation between the disease and the environment?—There is this point, for instance: I have a population of 78,000 who live in comparatively clean streets, and if you notice these marked green are very much less numerous than the others, whereas there would only be about 22,000 in the other parts of my district.

44136. Have you so dissected the matter that you can say with any certainty that it is not conditions of depression of purse, and other things of that sort, that affect the persons that are represented by the reds?—The reason I have made this was that this practically shows the class of person that I find. I have not drawn any deductions from that, I leave that to the Commission.

44137. Are there the elements of a deduction in it, that is the main point, is it not? It would be very interesting to get the deduction, but it seems rather doubtful from that.

44138. (*Chairman.*) The return that you have compiled shows that there is more sickness and illness in certain parts of your district than others?—Yes; where the habits of life are bad.

44139. (*Miss Hill.*) Does that list show the habits of life or the condition of the houses?—The condition of the houses and the habits of life.

44140. (*Mr. Bentham.*) In Paragraphs 21 to 23 of your Statement you attach very considerable importance to people providing by insurance against sickness?—I do.

44141. In the answers to the questions which you have already given, by suggesting that relief in sickness shall be given free, all this will go by the board, I suppose; there will be no necessity for insurance or any thriftiness to provide against sickness if free medical relief is to be given?—I do not say that at all; when sickness comes into a house there are other things that have to be provided for by thrift, there is the provision for the family, and that kind of thing.

44142. What you mean is that it leaves money free for other purposes?—Yes.

44143. Are you speaking here of medical relief? You say, "Neglect or inability to insure against sickness—I almost always ask whether a man who should work is in a club." You are deploring the fact there, that these people have not insured against sickness?—That statement apparently needs some explanation. I look upon the provision of medical assistance as one thing, and the providing of money, either for the person to live upon or for his family to live upon, as another.

44144. You had insurance against sickness in mind here?—Insurance against the various casualties that are dependent on sickness.

44145. Not necessarily insurance for medical attendance?—Yes, separating the two.

44146. You have said in answer to questions that free medical relief might have the effect of increasing the feeling of obligation of the people?—Yes.

44147. In Paragraph 23 you suggest that people who get medical relief orders are induced to go there for the sake of other kinds of relief. You say: "Soon after my appointment some of the persons who had previously

been my private patients got medical orders, they soon began to ask for other relief as well, which was not desirable"?—Yes.

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44148. Pointing to the fact that this easy way in which they get medical relief also induces people to apply for other kinds of relief, that is, they become more demoralised?—That always must be so. Many of our Poor Law patients apply for medical relief as a prelude to getting other assistance.

Medical relief the first step to pauperism.

44149. They apply because they need medical assistance, do they not?—Not always, certainly not in a certain number of cases, under the present system these people apply for relief and then throw the doctor's medicine away as soon as they get it.

44150. What do they gain by that, I do not quite understand?—They gain this: the doctor may be able to recommend the case to the guardians for monetary relief; and what they are really asking the doctor to do under these circumstances is to get them monetary relief; it is only monetary relief that they want.

44151. Is that what you meant in these paragraphs? You also suggest here that: "They were remonstrated with, and apparently without any special hardship returned to more independent habits," and "the neighbours of some persons who have had relief apply and are very persistent because they say that it has been granted easily to others." Does not that all mean that neither medical relief nor ordinary relief should be granted free to others because of the effect upon their neighbours even?—No; medical relief to my mind stands on a very different footing to the other relief. The other relief where it is given ought to be administered very discreetly, and it was because I had in my mind the indiscretions of the present system that I expressed myself so strongly on those points. Assistance in many cases is an absolute necessity; as far as the other relief is concerned, of course that relief should be given on the medical relief; with regard to the form that the other relief, the relief in kind, and that kind of thing, should take, that is often rather a vexed question.

44152. If you turn to Paragraph 25 (c) you say: "The Compa-

bility of free medical relief with parental responsibility.

duty of a father to provide assistance, medical and otherwise, should be more insisted on; it is frequent for medical officers to see a big powerful man sitting by the fire, whilst a delicate wife goes to the parish officer to apply for relief or medical help for a child. He should be taught his responsibilities; he does not often need to go, but his duty should be recognised." Do you mean by that that the duty of the father to provide assistance, medical and otherwise, should be insisted on by some penal method, or what?—Certainly, if necessary; in fact I carry that out at the present moment; very often if I find a man is not doing his duty I get the National Society for the Prevention of Cruelty to Children to exercise their powers under the Statute.

44153. By this paragraph you cannot mean free medical relief?—

44154. (*Mrs. Webb.*) You are talking about the present system?—Yes, if we are going to work on the present system, where medical relief and the relief of destitution are so much mixed up this paragraph has much more importance than it would have in the new system.

44155. (*Mr. Bentham.*) Under the present system you infer that it is not insisted upon, and that it should be more insisted upon?—I do.

44156. (*Mrs. Webb.*) For the child's sake?—For the child's sake. In my union I have got the relieving officer to insist upon that, and it has been of great advantage.

44157. (*Mr. Bentham.*) You attach importance to the medical officer teaching habits to the people and encouraging the people to provide for themselves?—Yes.

44158. If you read on a little further in this you say: "A man some time ago refused to get a doctor for his wife when she was ill, although her serious condition was pointed out to him by his neighbours. He had also a report in writing from the district medical officer stating her condition and pointing out his duty to make an application and to fetch medicine; he did neither till the woman was dead"?—Yes.

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Compati-
bility of free
medical relief
with parental
responsi-
bility.

Utility of
health
visitors in
procuring
medical
relief.

Compatibil-
ity of free
medical relief
with parental
responsi-
bility.

Proposal to
remove all
stigma from
medical
relief.

44159. When the medical officer was called in where was his influence in that respect either to teach this man his obligation, or to teach him his better habits? Is this yourself you are referring to?—Yes.

44160. You tried, evidently?—I did my best.

44161. And failed?—I failed. My answer to that question is this: I hope there are not many men like that among the inhabitants of this country, because that man was a most dreadful man.

44162. (*Chairman.*) Were not these cases suggested to show the need for an alteration in the law?—In Paragraph 25 I speak about compulsory removal and deal with it, but my dealing with that question is finished when I come to that note (b) as to the appointment of a proper paid officer. Then when I come to "A man some time ago refused to get a doctor for his wife when she was ill," that is quite a different statement.

44163. (*Mr. Bentham.*) If you had intended free medical relief in this case would you not have suggested that the free medical relief should be without questioning the man's habits, and then the man need not trouble his head about it?—No; as a matter of fact that was a case in which we had to give free medical relief because a health visitor found this poor woman in the house, and she communicated with the relieving officer who got me to go there, and we had almost to exceed our duties at the present time in order to deal with that woman; but after we had found this woman and discovered that she needed assistance I drew the attention of the husband to the fact that he ought to perform certain natural duties, and the man flatly refused to do anything.

44164. It seems to be his natural duty, but if it is to be taken to him free, he need not trouble his head about it?—There are duties we should expect him to perform. For instance, we should think it the duty of that man to go and fetch medicine and find his wife food and things of that kind; we should not take those duties away from him.

44165. (*Mrs. Webb.*) You would increase his responsibility?—Yes.

44166. (*Mr. Bentham.*) I want to try and understand these paragraphs and to see whether in these recommendations there is any recommendation that medical relief should be given free, and that the cost of medical relief to poor people should practically fall upon the rates rather than the people providing it themselves. I read this paragraph to mean that the father should provide relief both medical and otherwise?—I did not necessarily say by payment there.

44167. If we take another point, if you have free medical relief to poor people you would naturally transfer, I think you have said, all Poor Law institutions for the sick to the public authority?—I should.

44168. Do you attach any moral consideration to that point?—I do, so as to remove the pauper stigma.

44169. Let us take an acutely sick person, say, who needs medical treatment in an institution; this person is admitted to the institution, the municipal hospital if one may call it such, and that person has been a most thriftless undesirable citizen, that person has no stigma of pauperism attached to him at all, the case is taken to the municipal hospital with flying colours, as it were?—Yes.

44170. Then you come across a chronic case of sickness which does not need any special care and attention on the part of the medical officer, which would be held to be too trivial an ailment to take up a bed in an acute hospital. That patient would be taken, not to the municipal hospital, but would be taken to the Poor Law institution. Are not you driven if you take those moral considerations into account, to say that the stigma ought to be removed from that person too?—I never said that I wanted that person particularly to have a stigma. If that person had to be removed there must be some cause for the removal, and if you have to remove that person you would have rather to take that case on its merits.

44171. You say for moral considerations you would not like that a stigma should attach to that class of person either?—There should be no stigma attached to anyone whose misfortune is due to illness.

44172. The misfortune may not be due in the acute case I have suggested, to an ordinary ailment, it might be because of thriftless habits and manner of life?—I should take no notice of that so long as the man was ill. Proposal to remove all stigma from medical relief.

44173. You would attach some stigma to the person who is not ill?—If they had to be removed and taken away because they are not ill and have been thriftless, I should attach some stigma to them.

44174. Not thriftless at all, but merely they have lived long and outlived their friends and they require some little attention, but not particularly medical attention, and they have no home; people like that should be taken to institutions; what would you do with them?—It is like punishing a corpse; I would attach no stigma to those poor old things.

44175. Would you have municipal institutions for those people too?—I would.

44176. Practically you are making out a case for the abolition of Poor Law methods, as we understand them, at all?—Yes.

44177. (*Mrs. Webb.*) Except for the able-bodied?—Except for the able-bodied and the casuals and people of that kind. Proposal to confine the Poor Law to the able-bodied, casuals and families of the sick.

44178. And also, as I understand, you would give relief to the family of the sick person through the Poor Law?—Yes.

44179. (*Mr. Bentham.*) You need not necessarily have a Poor Law to do that, need you?—They would have to be relieved somehow and every encouragement should be given for them to provide it for themselves.

44180. (*Mrs. Webb.*) Therefore you would have the Poor Law?—Yes, for that and for the worthless.

44181. (*Miss Hill.*) Do I understand that there is to be no stigma on the man who is ill, and taken away, but there is to be a stigma on the family that is left behind?—No. Question of relief to the families of the sick and conditions thereof.

44182. If they are to go to the Poor Law, there is a stigma attached to the Poor Law, or is there not?—There is a great amount of stigma attached to the Poor Law at present.

44183. Then it would attach to the wife and children of the man if the man is the sick person, and it would not attach to the man who is removed?—To a certain extent I am afraid that that might be inevitable, because you see if something of that kind were not done there would be no inducement to provide for them, the wife and family would, I think, have one's sympathy, but at the same time one has to consider if we think these points over too broadly that there might not be any necessary inducement for a man to provide for them; if he was a man who could not provide I should certainly let there be no stigma at all.

44184. Would not there have been a duty upon him to provide attendance for his own illness?—At the present time they cannot as a rule in Birmingham provide for that satisfactorily.

44185. I was a little puzzled by one of the answers you gave. At present a man and his wife rather consider themselves bound to provide for their children in illness, do they not?—The majority of the people, I think, some of them do not. Question of effect of free medical relief on parental responsibility and analogies of the Education Acts.

44186. There lies in the back of their minds some sense that they have that responsibility, does there not?—Yes.

44187. It may be a good thing or a bad thing to give free medical attendance, but I do not see how you increase the responsibility by providing it. Mrs. Webb asked you whether you increase the responsibility—

44188. (*Mrs. Webb.*) If I may say so, I suggest that you make a new responsibility, you may take an old one away, but you create a new one, viz: the obligation to be healthy and keep your children healthy—

44189. (*Miss Hill.*) You do not maintain really that you reduce the responsibility of parents by taking off them that of providing for their own illness or that of their children, do you?—No, I do not; I would refer you, as an example, to the Education Act, in the olden days, if a man had to pay school pence, he might say: I cannot send my child to school, because I cannot afford it.

question of effect of free medical relief on parental responsibility and analogy of the Education Acts.

44190. I never heard anyone maintain that the Education Act had increased the responsibility of parents?—Then I am afraid I must be the one person who does maintain that.

44191. In what direction?—It increases in this way, because the school attendance officer can go to a man now and say: "Why does not your child attend school?" And the man has to look about for a reason; some years ago he could say: "I have no money to send it with, and it is rather a troublesome thing to get that money from the ratepayers and to put the machinery in motion for that, instead of doing that I want to go and look for work."

44192. That obligation was put on him by the Compulsory education Act, not the Act which made education free?—The theoretical obligation was put upon him by the Compulsory Act, but a more practical obligation is put upon him by the free Act.

44193. You think the free feeding of children also would place upon him further responsibility?—I should not like to give any opinion upon the subject of free feeding.

44194. (*Mr. Phelps.*) Your proposal, I gather, applies to what is called out-door medical relief as well as in-door medical relief?—I am associated almost entirely with out-door medical relief.

44195. You would not be disposed to make a distinction between the varieties of disease as the basis of different treatment. It has been suggested to us that cases that require treatment inside an institution might be treated as you say by the State, but out-door medical relief should be left to the people's initiative?—I do not think it ought to be. I do not think it would be efficient, in fact I am sure it would not.

44196. How many out-door relief cases have you on the average?—I get about twenty cases a week, and I have in my book for the month about 120 to 150 names—they vary.

44197. You are visiting constantly?—We do not visit a very large number, there is a well organised general dispensary in the district and a large number of these cases go there.

44198. You have a free dispensary?—Yes.

44199. Do you find that you have more cases than you can manage, is the work within your compass?—The work, considering the size of my district, is remarkably small. I have a population of about 110,000.

44200. Is that due, do you think, to the action of the guardians or to the dispensary?—It is largely due to the dispensary and the pauper stigma, the people have to be driven to us as a rule.

44201. Although it has been removed with regard to medical relief?—It has not been removed, at least the people do not feel it has been removed.

44202. They do not appreciate that it has been removed?—They do not.

44203. You are often attending cases of widows?—Yes.

44204. You attend widows with families?—Yes.

44205. Are those widows receiving out-door relief?—Yes, they are allowed 1s. and a loaf for each child.

44206. What is your experience of that system, have you noticed the effects of it at all?—Yes, it is a thing that has rather interested me.

44207. Will you give me your experience?—My experience is this, that in many cases a woman is driven to earn her living suddenly, she is asked to enter the labour market untrained, and the result is that in a very large number of instances this out-door relief is totally inadequate. There are numbers of very respectable widows who are bringing up their children and doing their best with them and their means are very, very much narrower than they ought to be; the children come down to me, they are not well fed and nourished as they ought to be, and one certainly feels that in those cases the question of the widow's doles ought to be dealt with scientifically, the whole of the facts of the case ought to be taken in hand, and in many cases I am sure they should be largely increased.

44208. What remedy do you propose for that state of things?—I propose enquiry into each case by some skilled person.

44209. Should you be in favour of giving such an amount of out door relief as would relieve the widow of all obligation to work?—I should like to do it, but it is simply a question of the provision of the money.

44210. Apart from that, in the ideal system you think that would be best?—I do.

44211. What do you think would be a fair allowance for each child; for a widow with four children what should you say?—That is a question of domestic economy upon which perhaps I ought not to speak. I should be very sorry to give an opinion upon that matter. I have some sort of idea as to what it costs me to live, but I am afraid even after a careful consideration of Mr. Rowntree's book I hardly dare give an opinion upon that subject. I know the present sum seems to me very inadequate.

44212. I went round some of the poorer quarters of Birmingham. Do you think looking at the houses of the poor in Birmingham it is a good thing to keep families of that sort together, the families of widows?—Yes, I do.

44213. You think it is better than the guardians taking the children to Marston Green?—It depends upon the family. I can think now of at least half a dozen families where the present system seems to me the better one. You get an idea of family life inculcated into these children, which I do not think you would in the other case.

44214. Are you assuming that the outdoor relief is inadequate or are you assuming that the relief is increased?—Even where the outdoor relief is inadequate, I think this is the better system.

44215. It has been suggested to us it would be a good thing if the Corporation started a series of day schools to which the children in such cases could be sent and fed, in order to allow their mothers to go out to work, and returned at night. Do you think that is a good system?—I think that is a somewhat debatable question. If you are assuming the present system and the mother has to go out to work, I think it would be a very good idea.

44216. On the whole you would be against the mother going out to work, I gather?—I am against the woman going out to work at all, whether she has a husband or not, if she has a family.

44217. Have you noticed any demoralisation taking place from a woman remaining at home in the way of having nothing to do?—If she has a family she has quite enough to do with that family just as if she had a husband. As a rule the work that a husband makes in a house does not make the difference between industry and idleness.

44218. (*Chairman.*) You talk of inadequate relief, were you alluding to Aston?—My experience is in Aston, but I think it is pretty general throughout the country.

44219. In Birmingham the rate of relief seemed a good deal higher?—I think it is, but I cannot speak from experience.

44220. (*Dr. Downes.*) I think you give your whole time to your office?—I give my whole time to the service of the guardians in my capacity as district medical officer and as public vaccinator. Most of my time is occupied as public vaccinator.

44221. Could you tell us what proportion of your remuneration is by salary and what by fees which are not directly connected with the Poor Law?—At the present time I am receiving somewhere about £1,000 a year, and for my Poor Law work I get, with lunatics, about £160.

44222. You say "with lunatics," but lunatics would not necessarily come under the Poor Law?—We always consider those fees in our remuneration. It runs to about £25 a year for certifying these lunatics. I receive 10s. 6d. for each lunatic I certify.

44223. Under the Lunacy Law Act?—Yes.

44224. That would not be a Poor Law matter?—It is a Poor Law matter in connection with my salary, part of my emoluments comes from that.

44225. It is tacked on to the Poor Law?—Yes.

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Relief of widows with children.

Question of applicability of day industrial school system to relief of widows with children.

Inadequate out-relief to widows with children.

Emoluments and functions of Aston District Medical Officer.

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Emoluments and functions of Aston District Medical Officer.
44226. The point is that a very small proportion of your remuneration comes direct from your duty as a district medical officer?—Very little.
44227. You have mentioned the incidental expenses in connection with the work as heavy. What would those be?—Because I hold this post the guardians insist upon my living in a special part of the district and in consequence I am paying £20 a year more rent than I need pay if I were only public vaccinator. Then there are some travelling expenses. I have to provide my own telephone and a large amount of drugs, and pay my deputy; as a matter of fact I pay my deputy more than I get myself for the time that he does my work.
44228. Do the guardians provide any drugs?—Some, not all.
44229. What drugs do they provide?—What they consider expensive drugs; they have been fairly liberal.
44230. Do they provide anti-toxin and serums?—They have been willing to provide them, they are on their schedule, but the medical officer of health provides those things, so we never have to trouble them.
44231. You have no difficulty in getting those?—No, the guardians are very fairly reasonable in a matter like that.
44232. What arrangements do you make when you go for your holiday?—My parish work is looked upon as rather a small matter, and I go off just as I think.
44233. Do you have to provide your representative?—Yes, and pay him.
44234. Yourself?—Yes, I make my own arrangements.
44235. In the case of that man you describe in Paragraph 25, as lying in a dirty bed in a pool of matter, what was the nature of the illness?—The man had a large ischio-rectal abscess, and there was a boy occupying the same bed.
44236. It was a serious case?—Yes.
44237. You tell us a little further on that the lying-in hospital is in course of erection; is that a charitable hospital?—Yes.
44238. And a registration fee of half-a-crown is paid. Does that guarantee admission?—No, I am speaking of the ticket system of the charity. That half-a-crown fee would entitle the woman to receive the services of a lying-in charity midwife, it has nothing to do with the hospital; what they expect to do is to fill the hospital from cases from their outdoor work.
44239. They will be passed on to the hospital?—Yes.
44240. Cases that require institutional treatment?—Yes.
44241. That will be the manner of admission?—Yes, that is the mode of admission.
44242. A little further on you say, "I am reduced to paying out of my own pocket women I cannot trust to nurse those cases." Are those Poor Law cases you have to pay for yourself?—Yes, that means this, a certain number of people get notes for me to attend them in their confinement. I am out a great deal, and I have to make some arrangement for the woman being attended in an emergency. The arrangement I have to make now unfortunately is this, I give that woman a note that Mrs. So-and-so expects to be confined and has arranged with the parish of Aston to attend her; if it is an ordinary case the woman calls in the nearest ordinary registered midwife; then I pay her 5s., I get a fee of 10s. myself.
44243. Would you have to go to her yourself?—I go to the case and order necessities; if any medical treatment is required I visit the case for about a fortnight to supervise the case.
44244. How soon after the confinement would you come?—Assuming the confinement took place in the course of the night I get them to inform me by half-past eight in the morning, and then I go and visit the case as soon after that as I can.
44245. In Paragraph 54 you suggest that the provision of one central authority is much to be desired. Would you tell me a little more precisely what your solution of the difficulty of hospital services is?—My idea is this, that eventually all the medical systems will have to be unified, and that we shall have probably eventually some State system.
44246. What part would the voluntary hospitals play in your solution of the difficulty?—A similar part to the voluntary hospitals in the present scheme of State medical service.
44247. You would retain them in some form, I take it?—Yes, I would not be inclined to deal with them at the present time; I should supplement them where necessary.
44248. Have you worked out any scheme in detail, or is it a general idea?—A general idea.
44249. You have not considered the details?—I have not.
44250. The expression "stigma of pauperism" has been considerably used; are you prepared with any definition of that term?—I am not.
44251. A definition that has been suggested is "the stigma of depending on persons who have to compulsorily contribute to funds for the support of the recipient." Would you accept that?—That is a matter I should wish to consider before I gave an opinion.
44252. The conclusion of your statement with regard to the cheap doctor is rather an indictment of medical education, is it not?—To some extent it is.
44253. Do you think that that class of imperfectly equipped medical men will tend to decrease?—I am sure it will. A large number of those medical men who are doing work like that got into the profession through being unqualified assistants; they were undesirable men to let in at all.
44254. (*Mr. Booth.*) They would be the elders of the profession then?—Most of these men are by no means young.
44255. (*Dr. Downes.*) You have more hope of the rising generation?—I have much more hope from them.
44256. Have you observed any want of acquaintance with the class of disease you find in the Poor Law on the part of the new-fledged men?—I have; in fact I have recently had an object lesson; a very skilled young man has come down to practise in our poor neighbourhood to try and take it up as a sort of career, and some of his ideas on the subject are particularly interesting.
44257. The medical schools do not see quite so much as they used in former days of chronic cases, and the infectious class of cases is now taken away from the hospitals?—Yes.
44258. They are removed either to special hospitals or else to the Poor Law?—Yes. In private practice most of the work a man has to deal with has an element of chronicity in it.
44259. The old apprenticeship system had something in its favour from that point of view?—It had a good deal in its favour.
44260. (*Mr. Gardiner.*) You told Dr. Downes just now your salary as medical officer was £120 a year?—Yes.
44261. What proportion of that do you have to spend for drugs?—About £20 a year, roughly speaking; I am speaking from memory now.
44262. (*Chairman.*) You are not satisfied with the composition of boards of guardians as at present constituted; you think they are amenable to influences other than the proper administration of the Poor Law?—I do.
44263. This view is rather strengthened than weakened by your experience?—It is.
44264. (*Mr. Loch.*) With regard to the guardians, you would like a better class of guardians elected.—Certainly.
44265. Have you any suggestions to make with that object?—I am afraid the only suggestion one has to make is that they should be abolished. I do not see as a practical man that you could very well secure a better body of guardians than you have got now.
44266. That is to say they really represent the people?—I am afraid I cannot agree with you there.
44267. They do not represent the people?—No, but no one takes an interest in it.
44268. Is there no way of getting the representation of the people?—Not for Poor Law purposes under the present constitution, I think.
- Position of voluntary hospitals in scheme of State medical service.
- Meaning of "stigma of pauperism."
- Cheap doctors and evils there
- Necessity of increased facilities for medical education Poor Law cases.
- Provision of drugs by district medical officer.
- Objection to boards of guardians and proposal to transfer their functions to sanitary authorities.

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Difficulty as to appointing whole-time medical officers.

Method of admission to Aston Free Dispensary.

Quality of medical relief at free dispensary.

Possibility of free dispensaries taking over out medical relief in Birmingham.

44269. Having abolished the guardians, what would you do?—I should transfer their work to the city councils.

44270. Practically your suggestion is not only for the transfer of medical relief work, but the whole of the relief work to the city council?—From what I have seen of the other relief work I should transfer the whole of that work to the city council.

44271. All questions that you have been asked as to the difficulty of having two opinions, one as to medical relief and one as to relief, would vanish in the light of your last answer?—They would.

44272. (*Mrs. Webb.*) Would you not have two separate committees?—Yes, two separate committees.

44273. (*Mr. Loch.*) Should you suggest you might have two separate committees?—Yes.

44274. If the committees differed who would settle?—Then we should have to have the Local Government Board strengthened and they would have to settle.

44275. Do you mean to say you have found at present any antagonism as between your giving the medical relief and the guardians giving the general relief?—I have.

44276. Has that lead to harm?—As a rule the guardian gets his own way perhaps, and I never know anything about it.

44277. That is to say, you do not know whether it has led to harm?—In some cases I do not know whether it has led to harm.

44278. Have you any suggestion, taking it for granted for the moment the boards of guardians are not abolished, by which things could be improved?—I do not know that the present system with guardians as they are is capable of any great improvement.

44279. Is it because there is not interest enough in the question of relief?—Yes, there is not a sufficient interest in it, the result is that practically almost anybody of any class who likes to volunteer can become a guardian and there is no credit in the work at the present moment. We have a very much better class of men on our city council then we have on our board of guardians.

44280. Therefore your proposal would be to throw the duty upon the council because there is a better class of men there?—It would.

44281. With regard to your own work what are the terms of your engagement? Are you engaged to give your whole time to this?—I signed two contracts, first of all as district medical officer, and secondly as public vaccinator. My public vaccination contract is the ordinary contract as approved by the Local Government Board, a special contract which they have for public vaccinators. The other is the contract that is used for district medical officers with the additional stipulation that I do not engage in private practice.

44282. To this particular branch of work for which you are paid you give comparatively little time?—I am supposed to be present in my house for two full hours a day, that is from half-past ten till half-past eleven in the morning and from six to seven at night.

44283. It is such that you can get away at any time, that you can have a deputy?—It is.

44284. And you manage your maternity cases by arrangement too?—Yes.

44285. Is the other work that you are doing not technically private practice?—No, it is the vaccination of infants, I have to pay a large number of visits every week to vaccinate infants; that work is very heavy.

44286. Is it work that brings you in the remainder of your salary?—It is as I say here in my statement: "If the medical work were heavier there would be a great temptation to the officer to neglect it so that he might earn more money by his other work."

44287. Does the suggestion arise out of that that the vaccination work should be in the hands of the public medical officer of health?—That is a question which it is rather awkward to give an answer yes or no to. If I might qualify my answer I should like to say I do not consider that the present arrangement is satisfactory. I do not consider from a public point of view my arrangement is satisfactory.

44288. May one push that just a little further. What do you think in the case of a district medical officer, is their work enough for them to give their whole time to it and pay them a salary equivalent to that?—Not under present conditions; in my district there is not enough work to keep one man fully occupied to be paid such a salary as he ought to have in my district.

44289. Is that because the district is too small?—No, it is because at the present time there are certain people who, perhaps, it would be well to deal with on a general basis, who ought to receive treatment and could be better dealt with than they are now, and also because we have a very large number of charities in the neighbourhood who already cater for them.

44290. With regard to the charities, you have to do, I suppose, with the free dispensary; I think you mentioned one?—Yes.

44291. How are the cases admitted there, just as they come?—No, those charities are ticket charities; that is to say the subscribers receive so many tickets in proportion to their subscription. A very large number of those tickets are given away by clergymen and philanthropists. Then certain works and places of business subscribe also, and in proportion to the amount they subscribe they receive a certain number of tickets, and those tickets are distributed amongst the workpeople.

44292. Granted admission is made in that way, do you think it is effectual relief that is given at the dispensary?—I think the medical work is very good indeed.

44293. Would you disturb it therefore? You said you wished to bring it into a new organisation of some sort?—I should certainly disturb the ticket system.

44294. Supposing you disturbed that and set that aside, you had other views beyond that as to an organisation for the whole town which should be brought in?—Yes.

44295. What position would you give them in such an organisation?—As a matter of fact, if they were to abolish their ticket system and practically take all who come, my work as district medical officer would practically cease, all my district medical patients would go to them.

44296. That is to say the Poor Law in this instance is keeping up a function which, if it were left to voluntary agencies, would be fulfilled by them?—That is to say, if you abolished the ticket system, if a man were able to go to the dispensary and say: "I have got a child ill," and give particulars, and say, "I want a doctor to attend it," practically everyone would go there.

44297. And that would be equally so if it was a question of the public officer of health?—If the public officer of health were to be appointed on those terms.

44298. Therefore your voluntary charity from that point of view would make it unnecessary to have either Poor Law or public medical officer of health administration in that department?—If you were to open the door wide, the voluntary charity, provided it were able to supply the funds, would obviate any necessity for a public service at all.

44299. (*Mrs. Webb.*) How would the funds come?—That is the difficulty.

44300. (*Mr. Loch.*) In this case you have the funds?—You would not have enough funds to deal with the whole town.

44301. But a dispensary would not necessarily deal with the whole town, would it; dispensaries as a rule deal with localities?—We have a system which practically covers all Birmingham.

44302. Through dispensaries as well?—We have what is called the Birmingham General Dispensary, and we have branch dispensaries all over the town; there are about five or six large places.

44303. Voluntary dispensaries?—Yes, charity dispensaries.

44304. Have they ever closed for want of funds?—No, it is a rich charity.

44305. Has it ever closed for want of voluntary funds?—No.

44306. Is it a popular charity?—Very popular.

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Aston.

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combining
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vaccinator
and district
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officer.

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Possibility of free dispensaries taking over out medical relief in Birmingham. 44308. But you do not know definitely that they would lapse?—No.

44309. Besides that, you have in Birmingham two hospitals?—Two general hospitals and several special ones.

44310. I think you take it the special hospitals might very well be merged?—I do.

44311. Supposing that that were adopted, it would strengthen the voluntary movement further, you think it would concentrate it?—Yes, and in that particular it would strengthen it.

44312. With regard to the out-patients' department of the general hospital, it is a large one, is it not?—Very large.

44313. That is another centre for free relief?—It is.

44314. Except for the ticket?—They have tickets at the General.

44315. Therefore between the reform you want, as far as the voluntary hospital is concerned, there simply stands the ticket?—There stands the ticket and there also stands something else; patients have no right to be treated in large crowds by the small number of medical men who have at present to deal with them.

44316. That is another question. Let us take it. With regard to the medical out-patient department, first of all, do you think it is fair to the profession that these large medical departments free should be available?—That is a very large question; it certainly I consider, is very fair to the cheap doctor, that is to say to take them in classes; it does undoubtedly press hard on some of the respectable doctors; I consider it is a very proper system to have to compete with the large number of doctors who practise amongst the poor; it does and must press rather hardly on doctors who are dealing with patients in a better social sphere.

Effect of free medical relief on medical profession. 44317. If you had a free system, which was a municipal system, would the doctor be better off under it, the doctor that you say is hit by this, than he would be under the present condition of voluntary charity?—For some time I think from the pecuniary point of view that the medical profession would suffer, but it would readjust itself in the course of a comparatively small number of years.

44318. If there was a greater amount of free relief given in what way would the medical profession re-adjust itself?—So many men would not go into it.

44319. That is to say the income which the profession could draw from the country would be smaller?—The income the profession could draw from the country might be smaller. If you were to do that, you would have to create a certain number of offices which at present do not exist, and they would provide for some medical men.

44320. Your argument will take you the whole length will it not, of the position, that is to say you would reduce the number of medical men by reason of the fact that the State is rendering medical relief free, and so, as it were, starving a certain number out of the profession?—That would be inevitable, I think.

44321. You think that when that process is complete, the medical profession being reduced in numbers and free relief being given still to a very large degree, because it would be free for all, there would still be room for a smaller number of medical men?—Yes.

44322. Have you taken the opinion of your medical confreres about that?—I have.

44323. Are they of opinion that it would re-act to the advantage of the medical profession if all medical relief were free?—I have heard a great many different opinions given upon that subject.

44324. On what do you base your own personal opinion, apart from this assumption. What evidence do you base your opinion on as to the effect of your enlarging free charities very much, and free medical relief very much?—What one finds is this, that in the more respectable

working class districts there is a great tendency to use the existing charities, because the people think that they will get better assistance. In some cases the people go to the hospitals, in fact as I say in my statement, you get many cases of people going to hospitals, not because it is cheaper, but because they believe it to be better.

44325. And the bearing of that upon the argument?—The bearing of that upon the argument is this, that if you were to increase the facilities some people would go to the State hospital because the facilities would be increased.

44326. That is to say, there would be more medical relief free?—Yes.

44327. I want to know the effect of that, whether that would be injurious to the profession?—It would injure the profession. May I qualify that statement? It would, I think, make a pecuniary difference to some practitioners; it would influence the pecuniary profits of some practitioners; that is the best form for my answer to take.

44328. With regard to the medical men you speak of so strongly who are having these clubs and doing the lowest practice, do you say that those men were all, or most of them, men who came in before the present system of medical education was on foot?—Not before the present system of medical education, but about eighteen years ago a very large amount of work in the country was done by unqualified assistants. During that time the period of study consisted of four years instead of five, it was then possible for a medical student to register as the pupil of a practitioner, and he never need go near that practitioner again. He could put his name down on the medical students' register so that a man might if he liked qualify in two and a half years. The result was that a large number of men, especially Scotchmen and Irishmen, came over into England and acted as doctors' unqualified assistants, very often without proper medical training, and during the time they were engaged as assistants they were studying at the medical schools, and they qualified in that way.

44329. Is that a large number?—A very large number.

44330. In Birmingham?—There are a very large number in Birmingham.

44331. Who have never been through their four years' course anywhere?—They have been probably through a four years' course.

44332. Including the apprenticeship period?—Yes, including the apprenticeship period.

44333. Surely they have had the same advantages of education as almost all the others?—They have had the same advantages of medical education.

44334. Why should they be taking this kind of practice up as against other people just of the same type?—For this reason, that as a rule the unqualified assistant flourished in practices of that kind, and it is what these men have always been used to.

44335. If you could give me the names of the men you refer to in Birmingham, if I looked them up in the Medical Directory, I should find they have had this lower medical education than the other men?—You would not find that; there is no record at all.

44336. Would they not be in fact registered?—Yes, but you would find no record as to that part of it.

44337. If this is going on, the question is its remedy. What do you propose as a remedy? Do you think these men will simply die out?—Yes.

44338. With what numbers do they deal?—At the Extent of present time there is a population in Birmingham, I should think, of about 30,000 or 40,000 people in a valley in which most of the people are poor, and almost all the doctors that are practising amongst them in the district are absolutely careless; thousands and thousands of people are being treated in this country by men like that.

44339. With regard to the combination of doctor and moral adviser, you said that you preferred, in the first instance, the German system which left the question open as to who the man would apply to, and then you made another statement that you thought it would be well that the option should not be given, because in that way someone would be chosen who would do more to promote moral responsibility. Do you think that the people at

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large would accept the position under which their doctors should be chosen for them with a view of ultimately affecting their morals?—They have to submit to it now, so I certainly think they would.

44340. How do they submit to it now?—That is to say, if a person seeks assistance from the Poor Law, or a person seeks assistance from a dispensary, they have no choice in the appointment of the doctor.

44341. That is to say, they go to the doctor, they go, for instance, to you?—Yes.

44342. Do you undertake anything connected with their moral responsibility?—I do whenever I get the chance.

44343. That would be incidental to your humanity?—Yes.

44344. Putting that aside, would you have a list made so that a person should go to those doctors who would most affect their morals?—No, I am sorry to say that would be an impossibility.

free
treatment of
infectious
diseases and
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medical relief

44345. There is a division, is there not, between the infectious diseases and normal medical diseases or trouble? There is a division, but the division is a very artificial one. We are continually adding to the list of infectious diseases.

44346. Is it not true that these are diseases which we pick out as specially dangerous to the community from the point of view of infection?—Yes.

44347. And that other diseases have not that same quality of infection?—It is because we do not recognise it. Take a disease like phthisis; the mortality from phthisis is very great, it is only during the last few years that we have looked upon it as a disease in which there is a possibility of preventing infection by isolation and other things.

44348. As our knowledge increases, we find it has this infectious nature, and we isolate it?—Yes.

44349. So there is, according to our knowledge, a certain line of isolation which we undertake for the good of the community?—Yes.

44350. Need we, therefore, because people for the sake of the community themselves submit to municipal treatment, and have it free, with regard to those cases, say, further that it is necessary that all medical relief should be given free?—Yes, because we have also to consider the benefit to the community as to the spreading of infectious disease; we also have in some cases to consider the benefit of the individual. For instance, if a man needs an important surgical operation, to my mind there should be no doubt that that man should have that at the expense of the community, and it should be rendered to him in a very prompt and speedy manner.

44351. Would you say that he should have it free necessarily?—I should.

44352. For the same reason that he would wish to be freely treated for that, you would wish him to be freely treated, if he was suffering from infection?—In one case you have your duty to the community, and in the other case it is the matter of the duty to the individual.

44353. The duty to the individual cannot be fulfilled unless it is free?—It is not fulfilled at the present moment.

44354. Is it not fulfilled in the case of those who go to hospitals for surgical operations?—That is to say, if they are admitted there as a rule, the community does its duty by them, but in many cases it is practically impossible or exceedingly difficult, to get them admitted under the present system.

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44355. Would you think it impossible to improve on the present system at all?—The present system might be capable of improvement, but if you wish to extend very much on the present system, you are going to raise a financial difficulty; I believe it is almost impossible.

44356. You propose to put that financial burden on the State?—Yes.

44357. Then your difficulty will disappear?—It must disappear.

44358. It is merely a question of money?—It is a question of money to that extent.

44359. To what extent?—A question of money, for instance, with regard to surgical patients.

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44360. Other medical men who have given us evidence have suggested that patients should pay according to their means and that when you get to a surgical case such as that they should pay according to their means for such a case, do you disapprove of that?—No, I should like to see people pay according to their means.

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Principle of
payment by
patients for
medical relief
according to
ability and
difficulties
thereof.

44361. Is it not that the direct antithesis of what you have just said?—No, it is not.

44362. What is it then?—As a matter of fact the whole problem arises because we have to deal with such an immense population who have no money to pay at all.

44363. I am raising another question, the question of people who could pay according to certain standards, and I suggest to you there are ways out of the difficulty if you carry out what is suggested by your own profession with regard to this question of treatment. Why should you set aside the whole of that system unless you have good cause to show that if there be payment there will not be proper service?—I think perhaps before answering that question I should like to consider an instance. We will say there is a working man earning under 30s. a week, his wife needs an operation for ovariectomy, the ordinary expense in connection with which case would be about £30. What proportion do you think a man like that ought to contribute towards that £30?

44364. Those who gave evidence on behalf of your profession said there would be every degree and grade, and that to some of course the charge would be nil, for others it would be more, based always on that line that they paid according to their means?—I have gone into that; I have read the evidence of the British Medical Association given here, and I have also gone into that matter with a large number of young men attached to the hospitals and we consider that the practical difficulties in the way of that system would be so great that it would be impossible.

44365. What would be the practical difficulties?—I should almost have to read a long essay to get them in.

44366. One or two will suffice; this is the very heart of the question which you are arguing?—The first difficulty would be to find institutions where this work could be carried on, and certainly as far as I can see it could not be carried on in the existing voluntary hospitals; you would have to duplicate the system, you would have to build, or get together, a large number of hospitals on a sort of sliding scale paying system. I do not think it would be feasible or workable at all.

44367. That is to say you have not got the hospitals at present to do it?—No.

44368. Is it the fact that many of the in-patients of the hospitals could pay according to their ability now?—I will not say many, some could pay something.

44369. You do not think it is possible to create the intermediary hospitals that other members of your profession thought was possible?—No, I am sure it is not.

44370. Because of the want of money?—Because of the want of funds, and one has to say this, as medical men we are not particularly good organisers; I should not only add to it the want of money, I should also add our limited powers of organisation.

44371. You want to transfer the duty to the State to organise for you, you yourselves being incapable of that?—I do.

44372. You spoke in favour of the recovery of relief given, I think you said, where there was entire thriftlessness; if you accepted the principle of recovery, surely you would admit the system all round and those men who had tried to do what was worthy would also be asked to pay as well as those whom it would be extremely difficult to reach, who had been thriftless?—When I answered that question I answered it rather from a hypothetical point of view as admitting a principle, but from a practical point of view I have discussed that matter frequently with the relieving officers and it seems to me that a very large amount of the money that is recovered under these circumstances is more trouble to get than the value of the money that they really do get.

Dr. A. H. Bygott.

12 Mar. 1907.

Paucity of provident dispensaries in Birmingham and causes thereof.

Question of members of friendly societies applying for Poor Law and medical charities.

Quality of medical assistance provided by friendly societies.

Effect of free medical relief on prevalence of idea of right of relief.

Question of improvement of status and prospects of medical officers of health and district medical officers.

Reasons for amalgamating Poor Law and sanitary authority medical service.

44373. You do not think the value to character is at all important when it comes to raising the money?—It would be of some value, but I should not consider the value to character would be sufficient to justify the creation of very elaborate systems to deal with it.

44374. In Manchester there are many provident dispensaries, but I understand in Birmingham you say there are very few?—Very few.

44375. Can you account for that difference, are the people in Manchester richer?—I have discussed it with people in Manchester, and on the whole I think they are.

44376. Are the friendly societies better off in Birmingham?—With regard to the friendly societies, I have not been very much in touch with them for some years; through not being in practice I never met with much of a system of that kind. A very large number of our work-people are not in these better class societies. As I say in my statement very few of the people who come under the Poor Law are connected with those societies.

44377. I think that would hold good generally, but I was thinking of the friendly societies' means of providing resources and medical relief during sickness; it surprises me that that should be a matter of so much extent in Birmingham?—In a way it has surprised me, but from a medical point of view, I must say that there are a large number of members in these friendly societies who make use of the charities, hospitals and things of that kind, because the medical men that the societies have at their disposal in Birmingham are not men of very great experience and of a very high standard.

44378. And are they too of the unqualified period?—Yes, some of them are. It is looked upon in the medical profession as somewhat blacklegging to go and work for money of that kind.

44379. You have a penny Hospital Saturday Fund?—Yes.

44380. Do you find the men who give their pennies there and then think that they have a right to out-patient relief in the hospitals?—If they want to go to the hospitals they feel that through their pennies a week they buy it up, that they have bought up the whole building.

44381. Do you think that if it were free there would not be the same feeling that they had the right?—There would be the same sort of feeling; they would tell you, as the people who apply to the Poor Law now, that they have contributed to the rates and taxes and have bought a right to go to the establishment in that way.

44382. You made some statement with regard to the medical officer of health, and suggested that the salvation of the medical officer of health would be secured by his being related in some better way to the Poor Law service, or what would be your substitute for the Poor Law service?—Yes.

44383. Do you look upon the medical officers now as insufficient for the purpose for which they are appointed?—For the purpose for which they are appointed the majority of them do that work very well indeed, but like a great many others of us, I think they are capable of improvement.

44384. The office would be one with a higher salary to those capable of doing the district medical work?—The present tendency would be that, and I think that would have to be continued.

44385. I understand now promotion to such a salary and such an office is out of your reach?—Fortunately, through an accident, I am at present receiving one of those salaries, so it is not out of my reach, but the dignity of the office is out of my reach.

44386. Do you see any objection to a system by which medical officers in any department, on proved competency according to those who elected them, might be transferred to any other?—That is a system which I want to see adopted. I think it is a system which ought to be adopted.

44387. Does it necessitate that there should be one great department such as you have in view containing relief work of the guardians, the medical health work of the guardians and the public medical health work?—I am afraid it does, for this reason, if you have two or three systems you get a certain amount of jealousy

between them, whereas if you have one system with graduations into these different offices they would work into their places automatically.

44388. Could you not have a system by which the officer was introduced, not to medical service connected with the guardians or any other, but to the medical service, as you would, for instance, in selecting men for India?—I do not think that would be possible. What I should like to see would be a medical service.

44389. If you were admitted into a medical service, would you not be available for any branch of it?—Yes, in the service I wish created.

44390. Would not that of itself meet your idea of allowing the person who is appointed to serve in either one or the other department as it might be?—It would not be possible under present conditions, because, owing to the want of cohesion between our different services, men would not be able to get the necessary experience.

44391. If they were all made part of one service, would it not be possible?—If they were all made part of one service; for instance, the medical officer of health in Birmingham knows nothing of the individual treatment of cases of the sick, and my knowledge of public health questions is, of course, very limited.

44392. (*Sir Samuel Provis.*) Taking up that point, under your plan, supposing that the work of the guardians in relation to medical officers was transferred to the town council, would you have the same man acting as medical officer of health, or rather the same man doing health work and also doing district medical officer's work?—In smaller towns I think that would be inevitable. Of course, in large towns the work would be divided between you. You have to have some man as head of the service, speaking of Birmingham specially, to deal with it; practically, if my scheme were adopted, instead of being the chief of my department, I should be an assistant, but in order to bring about efficiency I would far rather do that than be my own chief where I knew the system was bad.

44393. You do not contemplate in a large town like Birmingham actually the same man doing the health work and also curing the patients?—He would not be able to do it.

44394. He would not have time?—No.

44395. In the smaller districts you would contemplate something of that kind?—I should.

44396. You were proposing to transfer the medical work generally to town councils. Would you apply that plan also to the smaller districts?—In the smaller towns I should, and in the country districts, but my experience in country districts has not been extensive. I was a country doctor for about nine months once, and I do not think it would be difficult to transfer it all to the local sanitary authority.

44397. It would make a good deal of difference to the incidence of cost, whilst now it is spread over the whole union, in a particular instance it would be charged on one parish?—That is a question of finance, with which I do not deal.

44398. But it would be an important point in your scheme?—A very important point in my scheme, but, of course, that might, if necessary, be obviated by working the thing from the county council.

44399. But in that case you would transfer the work to a different body?—Yes, but I should be prepared to consider that, because there are difficulties in the way of that in the things which one has noticed.

44400. It would be rather difficult if you brought in the county council at the same time to carry out your plan of making the district medical officer and the medical officer of health the same person, because the medical officer of health would not be an officer of the county council?—There would be a difficulty there, because two distinct bodies might then want to appoint. I do not think even then there need be a difficulty. You would put the two officers together and they would have to fight it out.

44401. Would you also have some difficulty with regard to the infirmaries, seeing that the sanitary district is so very much smaller than the union?—As far as the infirmaries are concerned, those I would unhesitatingly have managed by the county authorities in counties.

Reasons for amalgamating Poor Law and sanitary authority medical service.

Proposed transfer of medical relief to the sanitary authority and details thereof.

Question of the county council as authority for medical relief in the country.

44402. So that with regard to the indoor medical relief you would not put that under the sanitary authority at all, except in the very large towns probably?—I do not think it could be done, that is an administrative difficulty.

44403. (*Mrs. Webb.*) When you replied to Mr. Loch that you would diminish the number of medical men under your system, you meant medical men in private practice?—Medical men in private practice.

44404. Free education has not decreased the number of teachers in England, has it?—It has not, it has given them a very much better status.

44405. And has actually increased the number?—It has, we hope that the number of children will increase, but that the number of sick persons will diminish.

44406. The preventive work would go on?—One hopes that eventually, as far as diminishing the number of medical men is concerned; of course what I should really like to see would be that medical men should be rendered absolutely unnecessary.

44407. They should be scientific men?—They should be scientific men.

44408. Who would consider prevention?—Yes, there should be no disease at all.

44409. That is a distant Utopia?—That is a distant Utopia.

44410. (*Chairman.*) You are in favour of a minimum fee for the medical profession?—As a matter of fact that is an exceedingly difficult matter. Medical men are taught in their medical schools everything connected with the treatment of disease, but they are never taught anything about ordinary business in their profession, as to what they are to charge or anything of that kind. It would be very difficult I think to decide anything with regard to minimum fees. I should certainly like to see a minimum fee, because it has such a bearing on the trade unionist side of the profession.

44411. (*Mrs. Webb.*) If you had a salary fees would be abolished?—Yes.

Dr. ROBERT BURNET, called; and Examined.

44420. (*Chairman.*) You are medical officer of the parish of Birmingham?—I am.

44421. You have prepared a statement which we will treat as your evidence-in-chief if you will hand it in?—Certainly.

(*The Witness handed in the following Statement.*)

M.B., Ch.B., M.Sc. (Victoria and Liverpool), First Class Honours and University Scholarship, B.Sc., Victoria. For over four years whole-time District Medical Officer to the parish of Birmingham, holding that appointment now. For seven months Resident Medical Officer to the Rawcliffe Hospital, Chorley, Lancashire, and Medical Officer to the Chorley Dispensary (voluntary subscription). For eighteen months assistant in a large general practice in Manchester.

1. Alcoholism is rife and, in my opinion, is the chief cause of pauperism in this union. This pre-disposes to phthisis, as the people often would rather indulge in alcoholic excess than partake of a good meal when they have the money, debility, poverty and consumption resulting. Phthisis mortality is therefore excessive and the incidence of the disease in parish cases high, especially considering the fact that the local industries largely contribute to the pre-disposing causes of the disease; for example, brass working, metal polishing and indoor sedentary occupations such as button carding and hooks and eyes carding and cheap chain making, many of them carried on in their ill-ventilated and insanitary homes.

2. Whole-time district medical officers, not in private practice.

Residence in the centre of my district.

Parish offices in centre of whole relief area, so that applicants for relief are not unnecessarily troubled.

Doctors (two), dispenser, and relieving officers (four), all accommodated in the same building, and on the same ground floor.

44412. (*Chairman.*) Is not a minimum fee almost necessary under your scheme?—I should have nothing to do with fees under my scheme.

44413. You would have a paid service?—A paid service.

44414. Then nobody would treat the poor who was outside the paid service?—Unless he likes.

44415. Does that mean that nobody would get employment unless they were in the paid service for poor work?—There would be always some people, even amongst artisans, who would prefer to call in their own doctor.

44416. Would not your own profession fight any scheme of this kind which gave priority and preference to the State service?—There would be some objection to that, but at the same time there is another thing to be remembered. I have been speaking of the sixpenny doctor and that undesirable class of men who are at present at work, and I also told one of the Commissioners that I think this class of man will become more and more extinct. Who is going then for the future to provide for these people? You have a certain number of people ill in a district, they at present get doctors who are very undesirable; the time I think will come when they will go, in fact one sees it coming. The young man has had his long training in hospital and that sort of thing and he does not like to go to work in these poor districts.

44417. Surely the number of qualified medical men is, relatively to the number of population, increasing and not diminishing?—It is increasing, but not so rapidly as it did.

44418. The number in the profession of course depends upon the number of entrants, and owing to the spread of education is not the number of entrants increasing in the medical service?—When I joined as a student at the Birmingham Medical School eighteen years ago, there were forty students who joined the same year that I did, but now there are only about twelve.

44419. But you admit your scheme might have a large proportion of the medical profession against it?—I do.

The telephone at the medical officer's house, an innovation of recent years, has proved in my experience to be of inestimable value in urgent and late cases.

Daily attendance of the medical officers, at the parish offices for two hours, for the examination and treatment of such cases that are not visited at their own homes.

From the above I venture to conclude that there is not much, if any, room for improvement, and I feel sure that no other class of the community can receive as reliable and prompt attention as the poor of Birmingham.

The whole-time medical officers should, however, be entrusted with the vaccination, each of his respective district, as he is on the spot and in direct touch with the people.

There are one or two other points in our system which, as medical officer, I feel require some adjustment.

3. Magistrates ought to be given power to remove compulsorily to the infirmary certain cases which are dangerous to the community at large and to their families especially, such patients having refused to be removed.

I shall take, for example, two instances, namely, patients suffering from the third stage of consumption, and those afflicted with the last stage of cancer. I have had recently a bad case of each of these, and I am rarely without them.

In the one case, the man, a third stage consumptive, insists on remaining at home with his wife and young children, and I am prepared to find evidence of tuberculosis of the lungs in members of his family in no distant period of time.

In another, an example of a breaking down cancer of the cheek, with attacks of profuse bleeding; the stench from the wound was so bad at intervals, due to formation of small abscesses, that his wife and children and the nurse who assisted (in the dressing) were complaining, and this despite antiseptic treatment with boracic acid, iodoform,

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Details of proposed medical service.

Question of adequacy of future supply of doctors.

Attitude of medical profession towards public medical service.

Dr. Robert Burnet.

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Proposed combination of District Medical Officer and public vaccinator.

Need for compulsory power to remove certain cases to Infirmary.

Dr. Robert
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loan medical
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gauze, etc. This man recently agreed to be removed to the infirmary, an excellent Poor Law institution for such cases. At the same time I would not be surprised if he came out again almost any day. (*A later note:—*This man is again out of infirmary, after a few days.)

4. *The loan system should be abolished*, as it is calculated to increase pauperism, banish parental responsibility, and discourage thrift, encouraging at the same time idleness and most of the vices. I can give absolute proof of abuse.

I got a Parish Visiting Medical Order to attend a woman ill with alcoholic gastric catarrh recently, man, woman, and child of fifteen in the family only; average earnings for previous four weeks were certified per week at about £1 13s. 8d. I was called in on the Sunday, and about this amount was received the day before. I was still visiting the following Saturday, and not until the Friday of the next week after did I get a written note to cease visiting. The guardians have ordered him to pay 7s. 6d. at 1s. per week for my services; I get a fixed salary, and I get none of this money. This is exploiting my services, and is unfair to the local medical profession and to the ratepayers, but most unfair to myself.

I have now discovered also that the note was issued by a person who is not the proper authority according to the Poor Law Regulations to grant a medical order. I have called the attention of the clerk to it, yet the man was appointed by the guardians for this duty as well as "carrying coals" and "shaking mats"—a wretched state of affairs!!

5. I think if such fees are claimed they ought to be paid to me for extra services. We will take, for example, a possible midwifery case under these conditions: a man may feel he need not provide from his wages sufficient for his wife's pending confinement, if he knows he can borrow my services at the critical moment. This, I argue, would tend to increase pauperism, as in these instances the men are sometimes in employment at the time, but no local doctor would attend without the money.

6. I get no extra fees for midwifery: it is included in my salary—£350, rising to £400—and I have to be a married man, whereas my predecessor received £500 (£450 and £50 for cab hire) and he was a bachelor—the guardians only appoint married men now. The guardians are just now, at the instigation of the health authorities thinking of "compelling" the medical officers to attend all midwives, difficult cases—not pauper cases. By making them paupers by a parish medical order for each, we doctors would have to attend, and then the next day they could put each on the "Loan System," after getting the work done by us for nothing. I would not care for the responsibility if we were paid enormous sums, as two men could never be responsible for every midwife in a difficulty in this huge city. It would be a cruel imposition on the suffering women; it would be shamefully abused and would be a most flagrant example of mis-management and mis-government, as well as a palpable cause of pauperism.

7. *Indigent aged* should be accommodated in workhouses, and married couples not separated.

Children should be boarded out, so that any workhouse taint is removed. Power should be given to magistrates to remove children from vicious parents and the efforts of the National Society for the Prevention of Cruelty to Children encouraged.

8. *Deserted wives* (and there are many in Birmingham) should be provided for within the workhouse, as my experience has taught me that they usually degenerate, and if out-relief for these became the rule, such desertions would assuredly increase.

9. *Feeble-minded unmarried mothers* detained in institutions.

10. Outdoor relief should be generally discouraged, but not altogether, and, where permissible, it should be administered not by guardians at all, as personal interest, errors of inadequacy and superabundance are inevitable. It should be administered by a paid official with no political or religious bias, and whose duty should be that alone. It should not be given to widows with illegitimate children, nor to persons living in adultery, nor should guardians be permitted to arrange marriages for them to make them eligible.

11. Only the indigent poor should be considered medically or otherwise. The rich and numerous local charities in Birmingham amply cater for the rest.

12. Alcoholism in Birmingham seems to be the worst. Causes of The lesser causes are wife desertion, shortage of work, pauperism, advertisement of other paupers, especially those in receipt of outdoor relief, influence of guardians in a low social scale, and a loose recommendation of the Poor Law by clergymen of divers denominations.

13. I believe it is impossible to get a complete board of guardians in any union, which is not liable to be associated with self-interest with respect to some of its members. Some join with the hopes of getting eventually into the council, others for political reasons, and others to assist their different classes of trade, however small. I would prefer to make no comments on any members of the Birmingham Board here, nor on the board as a whole.

14. The sanitary authority takes charge of the usual cases of infectious disease amongst Poor Law patients, but diphtheria and typhoid are as a rule attended in the workhouse infirmary.

15. Voluntary institutions are more efficient and numerous than in any other town of the same size I know, though due to the "Note system," cases or urgency are apt to be forced to the Poor Law. The General and Queen's Hospitals ought to have an "ever open door," like other hospitals. The Birmingham general dispensaries are numerous and efficient, and tend to prevent pauperism materially.

16. I believe the town council ought to take the place of the guardians, and the Poor Law and borough boundaries should be co-terminous.

44422. (*Chairman.*) You conclude your statement by expressing the opinion that, in your judgment, the town council should take the place of the guardians?—I do.

44423. You would transfer the whole of the functions of the guardians to the town council?—Yes.

44424. Consequently it necessarily follows that you would transfer the medical work now done by the guardians to the town council?—To the health authority under the town council.

44425. You would try to amalgamate or combine the work now done by the health authority with the work now done by the Poor Law authority?—Yes.

44426. May I take it that you substantially agree with a great deal of the evidence of the preceding witness?—You may.

44427. May I go further and say that you agree with most of it?—I believe I may say I agree with most of it.

44428. You say in Paragraph 4 of your Statement that the system of loan relief should be abolished; that is as regards medical relief?—That is as regards medical relief as at present constituted under the present Poor Law system. The loan system in Birmingham, from such examples as I have had that are representative of the loan system as it is supposed to be, I entirely disagree with.

44429. (*Mrs. Webb.*) Could we have the examples?—I could read them.

44430. (*Chairman.*) You say it is calculated to increase pauperism, banish parental authority and discourage thrift?—Yes.

44431. That is to say, as the loan system is now worked in Birmingham?—As the loan system is now worked in Birmingham, I wish that to be understood, taking into consideration the particular way they have of reclaiming it, and the small amount they do reclaim, it is calculated to cause all that I have mentioned as to banishing parental authority, encouraging idleness and discouraging thrift. It is due to the system and the way it is done.

44432. Can you give us one or two examples, you have given us one in your statement?—I cannot give you another example with name and address, but I can just mention that there have been others, and that I have got notes marked "on loan" by the relieving officer, some of which loans, he said, were never recovered or attempted to be recovered afterwards, although the loan was given to the

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compelling
district
medical
officers to
attend all
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Indoor relief
for the aged,
and boarding
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Indoor relief
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Detention of
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administra-
tion of out-
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Proposal to
transfer Poor
Law to
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authority,
and to make
Poor Law and
municipal
areas
coterminous

Need for
abolition of
medical loan
relief.

man by signing a paper and all that, they never even attempted to press the point. Those are the words of the relieving officer. This specific case I mention because it was one which occurred to my mind as being extremely unfair and extremely well calculated to cause the evil that I mention in the first part of that paragraph.

44433. Would you state what the case was?—I got a parish visiting medical order to attend a woman ill of alcoholic gastric catarrh, the first stage of gastritis. There was a man, woman and child of fifteen in the family only. The average earnings for the previous four weeks were certified per week at £1 13s. 8d. I was called in on the Sunday, and about this amount was received the day before, and I was still visiting the following Saturday.

44434. This is the case you refer to in your statement?—Yes.

44435. Have you any other case?—I have no other case that I could give in full like that; I simply took that as a representative one.

44436. Is medical relief ostensibly given on loan in Birmingham?—It is, but there are only a few instances; I only mention this one because of what it is liable to and what it might become; it might become a danger.

44437. Are there many cases where the medical relief is given on loan?—There are not many cases, but they tend to increase.

44438. As a matter of fact very little is recoverable of that which is given on loan?—Very little is recoverable, and I believe very little has been recovered; certainly if recovery has ever taken place at all it has not been adequately done. The thing is a farce, in other words.

44439. You say that it does more harm than good, and free medical relief would not be worse?—Free medical relief would be decidedly better.

44440. Because you think there is an unreality?—There is an unreality in the first instance.

44441. Do the people pretend they think they are paying for what they get under this system?—Yes, they do, and they are not slow to distinguish themselves from the other pauper patients. I have had a woman tell me, when I was attending her child, that she was not like the other patients I attended, that her husband was going to pay back the cost of my attendance to the guardians. It was a lengthy case; I do not know how much they recovered, if anything at all. I doubt if they recovered anything.

44442. You are a full-time medical officer?—I am.

44443. Your experience is in favour of that system?—I am certainly in favour of the full-time medical officership.

44444. I suppose you agree that the present system is somewhat chaotic, and some efforts should be made to establish something like a co-operative system between the different agencies at work?—I do.

44445. You think that the simplest method would be to combine the health duties and those of the Poor Law under one head?—Yes.

44446. Would you agree with the preceding witness that in order to administer this system you should have a medical service and that the relief should be free?—I do in its entirety. The words of the last witness I agree with entirely in this respect, and that the medical officer of health should be the superintendent in chief of the whole system.

44447. The salary of the health officer is a good deal higher than that which usually obtains in the Poor Law medical service?—It is.

44448. You would make it an interchangeable service?—I would make the service such that the district medical officership should be part of the training of the medical officer of health, and he would be more able to do his work of administration and take preventative steps after he had had a thorough apprenticeship as district medical officer in the work of curing people and seeing them in the conditions of illness and destitution together.

44449. Do you do much domiciliary work?—I do not.

44450. (Mrs. Webb.) You visit in the homes, do you not?—Yes, but the visiting is nothing like the outpatient work; the visits for a large city like Birmingham are extremely few, so I cannot say I do much home visiting.

44451. (Chairman.) Do you attach much importance to home visiting?—I attach very little importance to the home visiting on account of the want of reciprocating on the part of the people; they give one no chance to carry out the treatment as one has been trained to do it scientifically and medically; they give one no chance at all.

44452. They give you less chance if you do not visit?—They require some visiting, that is true. One is bound to do some good, but very little in proportion to the work done amongst people of a higher class. They seem to feel that they are not paying for your services, and nobody is really paying properly and adequately for your services; they do not seem to realise that they are getting enough attention compared to what they would if they had to pay for it provided they had the means. They do not seem to realise that you are serious, as you are, and very often will not carry out your treatment.

44453. Should you say that the fact that medical relief is associated with the Poor Law is a deterrent to respectable people applying?—Certainly, it is a decided deterrent.

44454. You are clearly of that opinion?—The association of the Poor Law with medical relief is a decided deterrent; people will not come under the present conditions of the Poor Law; the system itself frightens them away.

44455. And you agree with the preceding witness that there is at times a good deal of difficulty amongst respectable people in Birmingham in getting medical attendance from the general hospitals?—Yes, I am constantly having experience of that in seeing these people finding very great difficulty in being able to get to the hospital, but then again I have seen the hospital notes abused, just the reverse, people can get them too easily at times and not easily enough at other times in the case of needy people.

44456. It is a question of personal solicitation?—It is, largely.

44457. And the person solicited has neither the time nor the knowledge to go into the merits?—That is so.

44458. Is there any sale of these tickets?—I believe these tickets of the dispensary are sold to private individuals; you can either have them by a regular subscription or you can buy them individually at 3s. 6d. a note. I believe that can be done, and you can give them to any person you like.

44459. Is there on any large scale a system by which individuals get these notes and then sell them to others?—I have no knowledge of that. I have no knowledge of their ever having been sold one to another individual. I rather am of opinion that the patients' names are entered at once and they are not transferable.

44460. You have a very large infirmary attached to your union?—A very large infirmary.

44461. Do the poor dislike going into that?—They dislike going into that on account of the stigma which they think is attached to going into a pauper institution.

44462. The institution itself, I suppose stands, very high?—I would say the institution itself would stand very high, because it has the very finest specialists we can obtain as visiting surgeons and visiting physicians.

44463. And as to the organisation and management?—The organisation and management of the infirmary itself I should think is good.

44464. Putting other questions on one side, you see no practical difficulty in transferring this part of the work to the town council?—I do not see any practical difficulty in transferring it.

44465. If they were properly organised and worked in unison should you say that the Poor Law infirmary and the medical institutions in Birmingham are adequate to the demand that is made upon them?—Do you mean if the voluntary hospitals and the Poor Law infirmaries were worked together under another system?

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Paucity of domiciliary visits by district medical officer and importance of such visits.

Deterrence of medical relief.

Difficulty of getting, and abuse of, tickets for voluntary hospitals.

Deterrence of Poor Law infirmary, and proposal to transfer medical relief to the sanitary authority.

Question of adequacy of available institutions for medical relief in Birmingham if properly organised.

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44466. Yes ?—I think they would. I think on account of the overlapping of the several charities there is a certain amount of inefficiency inevitable on account, first of all, of the difficulty of getting notes, and then the overlapping besides. I think there are enough institutions under proper management if they were put under one authority.

44467. Have you been long in Birmingham ?—Nearly five years.

44468. Where did you come from before ?—From Manchester.

Question of
extent of
provident
dispensaries
and medical
relief in
Manchester.

44469. There is a great difference, is there not, between the number of provident dispensaries in those two places ?—I cannot speak from experience of either provident dispensaries or Poor Law work in Manchester, because I was assistant in a large practice there, but I do not believe from my experience as a general practitioner but that there must have been a good deal of voluntary help in the way of provident dispensaries in Manchester compared with Birmingham ; I never heard once the name of the district medical officer, although I was in practice in all kinds of classes ; I never heard the Poor Law mentioned at all ; that led me to think that there must be something in Manchester which affects the working of out-door medical relief in that city. I rather believe the people in Manchester are not so poor as they are in Birmingham.

44470. You think they are better off ?—I think they are better off. I think that is another reason why one did not hear so much of Poor Law medical practice as one would have expected.

44471. The medical dispensaries in Birmingham are endowed, are they not ?—They are endowed, and yet they are also kept up under voluntary subscriptions.

44472. Your ideas as regards reform correspond pretty closely with those of the preceding witness ?—They do.

Question of
union of
offices of
district
medical
officer and
public
vaccinator.

44473. (*Sir Samuel Provis.*) Are you the public vaccinator as well as district medical officer of health ?—I am not ; we have a whole-time public vaccinator in Birmingham.

44474. And he undertakes the whole of the vaccination ?—Yes.

44475. You yourself, I gather, do not see objection to the union of the two offices ?—Not to the union of the two offices, but both offices should be transferred to the health authority.

44476. You do not think the duties of one office at all interfere with the duties of the other ?—I do not think so at all.

Objection to
loan medical
relief.

44477. You have made some observations with regard to giving medical relief of loan. Do you know at all to what extent the guardians do that in Birmingham ?—I think it is very little, but I mentioned that because of the abuse it was calculated to bring about and the danger of the system as exhibited by the case I have mentioned.

44478. In point of fact, do the guardians recover the money, do you know ?—I think very little at all ; they often abandon it after the proper procedure has been gone into, the signing of names and all that, they have abandoned it entirely. In this case this man did not know he was getting it on loan ; they made him pay 7s. 6d. for all the visiting I had done ; in other words they put him on the loan system.

44479. In point of fact do they take proceedings, or do you think they write for the money and put on pressure ?—I think they write and put on pressure, I do not think any case has yet reached proceedings.

44480. Do you know at all how they arrive at the value of relief in making a claim against the persons ; you gave an instance of 1s. a week ?—I think they have failed to arrive at the value of my services.

44481. Do they take rather what the man can afford to pay them than what is considered to be the value of the relief ?—I think they take rather what the man can afford to pay ; in this instance I think they have failed. The man received £1 13s. 8d. for four weeks previously, and he was still receiving it the next week. I was still visiting as Poor Law Officer the week after I was asked to desist the day before he got his salary again, so that while I was attending, that man practically got three times

£1 13s. 8d. and he had only to pay back 7s. 6d. That is robbing the local practitioners, and is unfair to the ratepayers ; therefore the system, as carried out in Birmingham, is not good.

44482. (*Mr. Gardiner.*) In Paragraph 10 you refer Proposed a to out-door relief in money or kind, do you not, not ministratio of out-relie by State medical relief ?—I mean money or kind.

44483. You tell us it should be administered by a paid official ?—Yes. stipendiary

44484. Whence is the money which he gives or uses to buy them relief in kind to be provided ?—That should be provided by the State.

44485. From the State, or the rates ?—If the present Poor Law system has to be, it will be from the rates ; if the one I suggest, it will be from the State.

44486. Assuming this present Poor Law system con- Question at tinues, would the ratepayers, do you think, be satisfied to whether with the administration of relief by a paid official ?— guardians represent tl I think they would. I think the average ratepayer is not in favour of the Poor Law boards as constituted at present. I do not think it is the voice of the ratepayers. I do not think the elections of the guardians coincide at all with the opinions of the ratepayers.

44487. The board of guardians, supposing it con- Proposed tinues, it to have no control whatever over this official ?— administra The board of guardians is to have no control over this tion of out-relief official. by State

44488. There can be no appeal from his decision ?—The board of guardians would not administer ; the official would take the place of the board of guardians.

44489. He is like a magistrate ?—Like a magistrate entirely.

44490. But from a Magistrate, if the Magistrate states a case, there is an appeal, is there not ?—Yes, there can be an appeal.

44491. Ought there not to be an appeal ?—I think there might be an appeal to the Local Government Board if this condition existed.

44492. And only to the Local Government Board ?—I think so.

44493. As regards the relieving officers, would they be Position of appointed by the paid official ?—The relieving officers relieving would not be appointed by the guardians, they would be officers and ratepayers appointed direct by the head authority. under syste of adminis- tration of relief by stipendiary

44494. By the Local Government Board ?—Yes, if this remained as Poor Law.

44495. I do not quite understand. If the ratepayers find this money the Local Government Board appoint the paid official and appoint the relieving officers ?—Yes.

44496. The ratepayers have no control whatever ?—The ratepayers have no control.

44497. No control over the sums which they are to find or the conditions under which the relief is given ?—They would not need to have any control, they would not be in the best position to judge ; if it was referred to a sensible authority and there was a system of gradation of officers all the way through they would be the ones to judge the fitness of the officer, and not the ratepayers ; I do not think the ratepayers by themselves would be able to appoint a man and a proper man ; certainly guardians cannot.

44498. And the decision of how much relief is to be Functions and appoin- ment of proposed stipendiary for out-relie and popula attitude to idea of stipendiary Birmingham given ?—That would be in the hands of the stipendiary that I mentioned entirely.

44499. Supposing you had a man of very liberal views appointed, he could put up the rates very considerably ?—He would be still subservient to someone else that put him in authority. The ratepayers would have nothing to do with that. You might get liberal judges.

44500. You would have him put under the control of the Local Government Board inspector ?—Yes, or under the Local Government Board direct.

44501. You think that system would give satisfaction ?—I think it would.

44502. In a place like Birmingham where the people administer their own affairs ?—Yes, the people of Birmingham, I daresay, are not at all satisfied with the present condition of the affairs of the Poor Law ; I think

they would prefer that system to the present system of administration by guardians; I think they would practically throughout.

44503. As regards the last line but one in that paragraph you say: "Nor should guardians be permitted to arrange marriages for them to make them eligible." What do you mean by that exactly?—I stated that because I think they should not do it. I have two instances here. I rather think if this is allowed to be you would have it occurring in younger people, and you would have a guardian doing it just because it was a case he was championing which was barred, in order to do it and say: "I did do it at last."

44504. He was championing the case in his own private interest?—I did not say in this particular case, but in the kind of case I mention I think it is an abuse which might lead to this system becoming worse even. I have an example here where the people were married "by the advice of the guardian to qualify for parish relief." This is the actual note of the relieving officer. This is a short time ago, it is nothing to do with my inquiry.

44505. Did that happen recently?—That particular instance was in 1903.

44506. Have you another instance there of the same kind?—Yes, that happened recently, the end of 1905.

44507. To the same effect as your note?—Yes, it is the relieving officer's own words, his own note, his own handwriting.

44508. To the same effect?—Yes, I can read it.

44509. I think you might?—In the first instance J. R. S. cohabited for thirty years, and then the relieving officer's own words are: "Married by the advice of Mr. J. T. B." (a guardian) "to qualify for parish relief"; that is the significant part.

44510. After living together for thirty years?—Yes, after living together for thirty years in adultery; in the next case W. B. had been cohabiting for thirty-seven years.

44511. In regard to those three words you put in italics "as personal interest," what do you mean by that?—I think the guardians are very apt to come on the boards for personal interest, with no idea of anything else; they come for selfish motives. I think it is pretty clear that guardians do so.

44512. By selfish motives what do you mean exactly?—For instance a small shopkeeper might come on the board of guardians with the express object of increasing his trade.

44513. How?—By his influence with his fellow guardians or by getting further business amongst the pauper people; some get their living amongst them.

44514. Some guardians go on the board in order to get the relief spent at their own shops?—I think I can go so far as to say that some guardians would be of the style to do that sort of thing, and of course there are other greater objects.

44515. Contracts you mean?—Yes.

44516. Have you any evidence you would like to give with regard to that?—None, I have heard of that, but I have none that I could give.

44517. None of your personal knowledge?—No.

44518. Your drugs are provided by the board of guardians?—Yes.

44519. Entirely?—Except for urgent and late cases which I have to provide for out of my own pocket.

44520. And you are not repaid for that?—They put £5 a year on my salary to do that, but being paid as a whole, and paid monthly, one does not notice it as a grant, it is really a grant although the cases may come to that, or may come to more. I am supposed to provide for urgent and late cases out of that grant of £5 per annum entirely.

44521. Until the dispensary opens the following day?—That is it, precisely.

44522. (Mr. Bentham.) I do not quite understand your objection to the guardians insisting upon repayment for a particular case which has received medical relief. You suggest at the end of Paragraph 4 "this is exploiting my services and is unfair to the local medical profession and to the ratepayers, but most unfair to myself"?—Yes.

44523. You suggest that the 7s. 6d. that is recovered should be paid back to you?—I do not want the 7s. 6d., but I suggest that in a case like that, not 7s. 6d., but adequate payment for a medical man should be paid back to me.

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44524. You are a whole-time medical officer?—Yes.

Objections to loan medical relief.

44525. Do you not consider you are sufficiently well paid?—I do not. When appointed I got £150 a year less than my predecessor who was a bachelor, and I have to be married. I will modify that. I started at £150 a year less than my predecessor's maximum, to put it clearly, I commenced at £350 a year, rising to £400, it is a sliding scale in each instance, but my predecessor was a bachelor, and I have to be married. See the statement in my evidence in-chief. He rose to £500 (£450 + £50 for a cab).

44526. Apart altogether from the question as to whether this 7s. 6d. which is repaid to the guardians for your services is paid to the guardians or not, you feel that the salary paid to you is insufficient?—Insufficient, absolutely. I do not want to press this point, that is a personal one to me, but I had to mention it in connection with this case.

44527. The question of repayment really is not involved if they paid you sufficiently?—If they paid me sufficiently I should say it was involved even then. If they paid me sufficiently to attend it would be because it is not a parish case really, there has been an error made, and they are reclaiming on the loan system, the error was made by an unqualified officer.

44528. I was going to ask you what that officer was?—That officer was a porter.

Porter as relieving officer.

44529. Can a porter give an order on you to attend a particular case?—Not I believe according to the Local Government Board.

44530. (Mrs. Webb.) May we have that explained? Was it because there was no relieving officer resident in the parish?—He is used as a relieving officer, and actually himself gets less money I believe than the man who applied.

44531. (Mr. Bentham.) Is he appointed as a general relieving officer do you know, or as a sort of assistant relieving officer?—He is appointed so that he has to carry coals and shake mats and give urgent and late notes to the doctor.

44532. Is he stationed at the workhouse?—At the parish office, the centre of the whole relief area.

44533. He is really the porter at the central office?—Yes, and the junior (resident) porter, junior to the curator.

44534. Is not this given merely for convenience because the relieving officers are not resident within the parish?—That is so.

Results of non-resident relieving officers.

44535. Would you prefer that someone should give this order, which is a matter of convenience to the applicant, or would you prefer that the applicant should come direct to you without an order?—I would prefer under the conditions of the Poor Law working to-day, that is under the conditions that this actually came about, that that man should go to the proper relieving officer to inquire into his case.

Difficulty as to orders for emergency relief.

44536. Surely you do not insist that in a case of urgent necessity the applicant should seek out the relieving officer, who might be living at some considerable distance, in order to give you a note which is in proper order?—No, I would not do that.

44537. Just for the sake of conforming to a regular rule, you would not insist?—I would not on principle, but this particular case in the first place was not urgent.

44538. I suppose he thought it was urgent?—The porter would have issued it I believe whether it was urgent or no. It is supposed to have "urgent" written on it if I get it as urgent, but it had no "urgent" on it at all.

44539. So far as that arrangement is concerned, because he happens to have other duties which are of a menial character, if it answers the purpose in urgent cases, you have no objection to it, have you?—I have no objection to it at all except that I like to be in order. In a case of urgent illness they ought to have treatment.

fluence of guardians obtaining relief for suitable persons.

motives of guardians seeking action.

provision of drugs in Birmingham Union.

objections to loan medical relief.

Dr. Robert Burnet. 44540. To turn to the repayments, you think that because you are paid for your services, and provided you are paid adequately, the guardians ought not to compel the people to repay, if they are able to repay?—I think the guardians under the system they have taken ought to compel them to repay, and to repay properly, and have the whole thing done in order. This I consider is not repayment at all. It is a fine for coming to the parish officer. I take it it is in that nature.

44541. Repayment is according to ability, and not according to services rendered?—I argue that this man was able to pay on two occasions after I was called in, and was never asked.

44542. They have not enforced repayment when they might have done since then?—They have not done; if they were going to do it at all they ought to have done it in that case.

44543. Because they have not fully carried out their duties, you think they should not do it at all?—Either not do it at all or do it properly.

44544. What you mean is they do not make people repay who ought to repay?—I argue in this case they have not done so; they ought to repay if this system, the loan system, has to be in vogue.

44545. That really is a matter of administration which does not affect the status of the medical officer in the least, does it? Surely guardians can have a discretion whether they will make a person repay or not, whatever the opinion of the medical officer may be?—It may be that he ought not to have come to me under the conditions I have mentioned, and ought not to have gone to the guardians.

44546. You think the guardians ought to have taken some preventive measures in order to prevent that person coming to the Poor Law at all?—The rules which they work under are inconsistent with the way they have done it.

44547. You mean it is incompetency in administration?—Yes.

44548. You are not against the principle at all?—Not at all, I am in favour of anyone in sickness getting medical assistance, irrespective of destitution. I have to consider this specific case as our law is now, not as we would have it. I would prefer that that man should get his medical attendance at once, without any question of payment at all.

44549. The question of repayment is an after consideration?—I should say so.

44550. It is not ascertained at the time it is given, in an urgent case you cannot wait till you have ascertained whether the man can go to a private practitioner or not?—But this was not an urgent case.

44551. You have no objection to their getting the relief and having the inquiry afterwards?—I do not object to its being done properly.

44552. If it is not done properly you think it is an injustice to you?—I think it was an injustice in exploiting my services as a medical man for a very small pittance.

44553. You put that on the ground that it was not urgent?—It was on the ground that it was not urgent that they made money by my attendance on that case.

44554. You say in Paragraph 11 you only want to have the indigent poor considered medically or otherwise?—Yes.

Proposed free medical relief.

44555. You do not believe that all people who care to apply to a medical officer, whether he be under the Poor Law or under the municipality, for medical relief, should have it given regardless of their means?—I think the medical relief should be given regardless of their means; we are speaking of the Poor Law there, as it is at present constituted, only cases that belong to the guardians; that is the Poor Law, that is the indigent poor, ought to come to them.

44556. When you have transferred them to the municipality, as you suggest in Paragraph 16, would you confine it to the indigent poor?—No, I would not, I would put anyone in that category who was in illness who required medical attendance.

44557. Anyone who cared to come for medical attendance could do so?—I would say so.

44558. That is your position?—That is my position.

44559. You have something to say in Paragraph 13 with regard to the class of guardians. You seem to think that members seek election on the board of guardians for ulterior motives?—Yes, I believe so.

44560. You do not think that applies to the town council at all?—I think it is likely to. I think if the scheme of transferring the guardians to the town council was carried out the town councillors generally (i.e., throughout the country) would have to be looked into, I think to a certain extent it is "out of the frying-pan into the fire," yet at the same time it is a system I agree with, that the public health should embrace the two services, embrace the treatment and the prevention of disease, not so much the fact that it will be in better hands under the town council, not at all, but that it is an arrangement that I would be in agreement with.

44561. It is on purely medical grounds?—That is what I am speaking of.

44562. Apart altogether from the body who administers it?—Yes, but the town council in Birmingham, if a comparison is allowed to be made, on the average is composed of men of much higher position intellectually and monetarily.

44563. (*Mrs. Webb.*) With regard to the present state of affairs, is it your opinion that there is a certain amount of preventable death and preventable illness which is incurred through lack of proper medical attendance?—I certainly do; I think there is a great deal of medical suffering that is not relieved under the present circumstances.

44564. This means preventable death and also damage to the people who survive?—Yes, it means both.

44565. You would consider that this illness which was brought about by lack of medical attendance actually increased pauperism?—Certainly, it is one of the most potent factors in the increase of pauperism.

44566. You really do consider that?—I certainly consider that.

44567. We are manufacturing paupers by lack of medical attendance?—By lack of efficient medical attendance I think we are increasing the number of paupers.

44568. Would it be possible to further restrict medical relief and force all poor persons who are not actually destitute to take refuge in the private practitioners and sick clubs; would that be a solution that you would recommend?—I do not think I should recommend it.

44569. Would you object to it on account of the quality of the medical attendance that the people would get?—Ethically one has to be careful and one has to feel that one belongs to a medical brotherhood, yet at the same time, I have seen in my surroundings in Birmingham things which bear out my statement when I say that I think in these poor districts the medical practice is not medical practice at all.

44570. The system is one which, however good a man may be when he starts, tends to deteriorate him?—He has a tendency to degenerate.

44571. Could you describe the process by which this deterioration is brought about; is it because he gets too little for each case, or because he has to pander to the patient's desire for a bottle of medicine. What is the process?—The process is this, so small has to be his fee in my opinion that he has to get such a number of cases in order to make his living that he has not time to examine them sufficiently. That is the first instance; then he degenerates; he finds that proper examination is not really necessary for the object for which he is there, and yet the people cannot see it.

44572. He tends really to sell a bottle of medicine and not his advice?—It really amounts to that. I will give an instance of that. I was called in to attend a woman suffering from violent abdominal pains, she had spent her last shilling on a cheap doctor and she had no food. I discovered a large malignant growth; he had not even examined her.

cheap
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attendance.

44573. So that practically these cheap doctors do not give medical attendance, they simply sell bottles of medicine to a large extent?—I will not say they do not give medical attendance, they give medical attendance which must vary according to their time and ability, and I think as years go on both of them get less, the ability and the time; they get so many patients I think they have not time to give to them and their ability lessens simply because the opportunity for exercising their experience in medicine for the finding out of physical signs certainly diminishes, and in the end he degenerates as a physician.

44574. So that that part of medical practice is deteriorating in the medical profession?—I think decidedly. I think to the ordinary practitioner it would be decidedly deteriorating.

44575. (*Mr. Bentham.*) Is not he deteriorated already if the practice is as you say?—Do you mean that the general practitioner has deteriorated?

44576. Yes?—I think the practice of cheap medicine in the poor districts is decidedly deteriorating to the man, no matter what he was in the beginning; he might commence as a thoroughly honest man and gradually degenerate; he might be brought there through stress of circumstances.

44577. (*Mrs. Webb.*) Supposing you could take over that sort of medical attendance by salaried people, it would not necessarily diminish the number of medical men employed?—I do not think it would necessarily. I think it would begin to absorb them into the system, and it would seriously affect the number of the cheap practitioners.

44578. At first?—But that I consider is desirable on the ground that it is a great advantage to these people that they supervise.

44579. On the other hand it would give openings for young men to come on as salaried men?—It would give openings to young men to come on as salaried men and become district medical officers and those district medical officers would have something in view which they now have not.

44580. And they would tend to become more scientific and more skilled?—Certainly, they have every encouragement, they could rise and become medical officers of health in big cities, or to whatever height an officer could get in the service.

44581. They would be continually treating individuals from the point of view of preventing future disease?—They would.

44582. That would be an advantage to the profession?—A great advantage to the profession.

44583. That would help towards the establishment of a greater scientific preventive medicine?—Yes.

44584. (*Mr. Bentham.*) Do you mean to say a man paid by salary is animated by higher motives than a man who has to make his way in the world on fees?—I certainly think so under that condition, because he has something higher than fees or salary to think about. He has his advancement in his profession, and it is already pointed out that he has every encouragement for scientific research which in practice, even middle class practice, he has not always, and certainly in low class practices he has not at all.

44585. (*Mrs. Webb.*) You do not object to payment by fees, but only to payment by fees, under those conditions?—Yes.

44586. The fees under better conditions would go on?—They would certainly go on. I do not think I would interfere with that service.

44587. It is only fees under the particular conditions of a low grade practice that you object to?—Yes, the result is not worth the fee to the people, small though it is.

44588. On the whole you would be in favour of transferring the whole of the medical relief to the health authority?—The whole of it to the health authority.

44589. Putting the medical officer of health as the supreme person over it?—As the supreme person, they would be entirely responsible to him. It depends on the largeness of the city.

44590. Do you think that the provision of free medical inspection and medical attendance would discourage sense of responsibility on the part of the poor or would it tend to give them better habits?—I think it would certainly tend to give them better habits provided that those people who visit are well qualified for the particular work. We have health visitors in Birmingham to-day, I believe, in theory, but the present health visitors I believe are not trained sufficiently to cope with these cases.

44591. Are they voluntary?—They are not voluntary; they are put under the medical officer of health.

44592. What sort of payment have they?—I could not say, I know nothing about the actual payment.

44593. You do not know whether they are qualified?—I daresay they get quite enough payment to justify the existence in their place of a trained nurse. I really think a nurse would be better than a health visitor as at present constituted; the nurse would know what, from my experience, the health visitor neglects.

44594. (*Mr. Bentham.*) These are salaried people?—Yes.

44595. (*Mrs. Webb.*) Those are of an inferior type?—To my mind they are.

44596. They have not taken a sanitary certificate?—No, I think not.

44597. (*Mr. Bentham.*) What is there to prevent the public authority employing these inferior men on salary?—You say they already employ inferior persons to do this health visiting; they would be open to the same temptation with regard to medical men?—The inferior medical men could not get into it; it could be made such that the inferior medical men could not get into it.

44598. By the qualifications?—It would have to be made competitive to get into it, and if he proved himself inferior, if he got into it he could be coped with.

44599. Are not the health visitors appointed by competition?—I do not think so.

44600. (*Mrs. Webb.*) This service of health visitors is a new service?—Yes.

44601. And there is as yet no recognised qualification for it?—I think not, I will not be certain. I think there is no qualification at all, judging from the health visitors I have seen—no qualification whatever—certainly not.

44602. In some municipalities there is a qualification and in some there is not?—I was not aware of the qualification except I know certain of them hold sanitary qualifications, but I did not know it was essential.

44603. In Manchester there is not any qualification but in Sheffield there is?—And in Birmingham there is not to my knowledge.

44604. (*Dr. Downes.*) I think you told us in the course of your evidence that the Poor Law system deterred people from seeking medical relief?—Yes.

44605. It frightens them away, I think, was your expression?—Yes.

44606. In the statement which we received from you last December you say this: "I venture to conclude that there is not much if any room for improvement, and I feel sure that no other class of the community can receive as reliable and prompt attention as the poor of Birmingham." How do you reconcile those statements?—We have been asked two things, with regard to that statement; we were asked as to the present state of affairs if it has to exist, and then we have been asked what can we do. I put that in the first category; if it has to exist we cannot have better than what is provided in Birmingham, but if it is not to exist my opinion is different.

44607. There is no qualification in this first statement I have, it is an absolute statement, I cannot trace any qualification there?—I was asked there about the present conditions in Birmingham, and as I am asked the question about the present conditions I answer it.

44608. Do you think the reluctance of the poor to seek medical relief in Birmingham is a reasonable reluctance?—Certainly, I think it is a reasonable reluctance.

Dr. Robert Burnet.

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Effects of medical inspection and attendance on habits of the people.

Health visitors in Birmingham and their qualifications

Need of prescribing qualification for health visitors.

Question of deterrence of medical relief and its causes.

Dr. Robert
Burnet.

12 Mar. 1907.

Question of
deterrence of
medical relief
and its
causes.

44609. Why is it a reasonable reluctance?—Because of the present state of the Poor Law, and the present state of the administration by the guardians of the poor; they can see it, and they feel the stigma of pauperism and object to it.

44610. What is that stigma?—They do not feel free, they feel that they are under a stigma; for instance, they get the name workhouse mentioned, and they do not like that.

44611. Is that all?—They do not like the workhouse; they feel all the visiting of the relieving officer, and so on; and it is objectionable to be brought before committees of guardians and have their cases inquired into; they do not like that—not in that form.

44612. Do they object to being dependent on others, is that it?—They do object to a large extent to being dependent on others.

Mr. HORACE BAGSTER WILSON called; and Examined.

Mr. H. B.
Wilson.

12 Mar. 1907.

44617. (Chairman.) You are the Medical Superintendent of the Birmingham Medical Mission?—I am.

44618. You have prepared a statement which, if you will hand it in we will treat as your evidence-in-chief? Certainly.

(The Witness handed in the following Statement.)

Qualifications and Experience.

1. I was born in Kendal, matriculated at London University, spent five years training for a manufacturer in a woollen factory employing some 400 hands; then worked two years at the Yorkshire College, Leeds (Technical Departments), including two months in Germany, which I have since visited three times, returning to Kendal.

2. Deciding to become a medical missionary, I qualified in 1895, M.R.C.S., L.R.C.P., London, besides passing the first M.B., London. After six months as resident house-surgeon to the Birmingham and Midland Ear and Throat Hospital, I became junior officer at the Birmingham Medical Mission, taking the place of the medical superintendent on his death, February, 1899. I have been in close touch with religious and philanthropic work from childhood.

3. I send testimonials and printed papers which explain themselves. With regard to "Drawn unto Death" I wish to emphasise that the title is not mine, and that my share of it began as a social investigation. It has had, I am told, a far-reaching effect on the public conscience and on official effort.

The Birmingham Medical Mission.

Birmingham
Medical
Mission
and its work,
taff, etc.

4. The current work is summarized by the latest Report, and the other papers, also by the actual photos of the district. The Mission has existed for thirty-one years under the control of an undenominational committee. While making no secret of its intention to exert a religious influence, its doors are open all day, and often at night, to the poor of all beliefs or no belief. It acts as a close-at-hand medical advisory board to the poor, treating all within its scope, and passing on—with personal letters of explanation—cases suitable for the hospitals, general or special. It is a dispensary, with a minor surgery department, ambulance department, and home visiting department, my home visits for the last half year, July 1st to December 31st, 1906, being 1,012. I am assisted by a trained nurse, and by the wife of the resident missionary, in the home visiting.

5. There is a salaried assistant surgeon, an hon. aural surgeon, and an hon. gynaecologist, a qualified dispenser, with salaried assistant secretaries of the general and ladies' committees, resident missionary and wife, porter and cleaners, and some seventy voluntary workers more or less engaged throughout the week.

6. We have no beds, except for emergencies and for recovery after rapid anaesthesia. No maternity work.

7. The religious and social agencies are detailed in the Report.

44613. (Mrs. Webb.) Do you find that people object to going to the isolation hospitals, the fever hospitals?—No; I have never heard of any objection.

44614. There is no feeling of degradation there?—None at all; they know that all classes go there.

44615. That is unconnected with pauperism, is it not?—Absolutely. I should like to say I quite agree with the statement I made that under the present conditions of the Poor Law, if it had to remain, I do not believe there could be a better system than the system in Birmingham provided it was properly carried out.

44616. But you do not want the present system to go on?—No; that is the question on which I was asked my opinion. The other is a statement about the existing conditions; that is my explanation of any apparent discrepancy there may be.

General Impressions.

8. Please refer to "Drawn unto Death," especially the marked paragraphs; the whole, if time allows. If my descriptions are accurate, yet applying only to a limited area of Birmingham "Slumdom" alone, what must be total amount of evil condition in the whole United Kingdom, where, in great areas or patches, practically identical conditions obtain? I am, however, firmly convinced that if the poor are led, and not either driven or flattered by political or other bribes, a very definite percentage of improvement is obtainable. And I believe in the great educational, as well as the immediately practical, value of an extension of citizen interest in the actual conditions of "The Poor."

The Medical Assistance of "The Poor."

9. May I, for the immediate purpose, make a rough classification of my material?

Average family of five—three children:—

Class I.—Average family income, 30s. per week, artisan.

Class II.—Average family income, 20s. per week, labourer.

Class III.—Average family income, 10s. per week, odd-job man.

N.B.—The average total weekly income of 100 families, richer and poorer, near the Medical Mission, January, 1903, 4'4 per family, was 19s. 2d., the average rent being 4s. 2d. Eighty-one of these families averaged only 18s. 1'4d. ("Drawn unto Death," p. 42.)

10. Does the health of the community suffer owing to the insufficiency in amount or quality of the medical assistance at present available for the poor?—Unquestionably; and in the aggregate, enormously.

A.—Amount of Medical Assistance.

11. Classes III. and II. cannot possibly afford home attendance even at the minimum of 3s. 6d. per week. I come across but few men in medical clubs; wives and children "never." Visiting a case lately, I found the breadwinner also in bed. "Is the doctor attending him?" "No, Sir, Dr. ——— knows his complaint, the gout, and we get a 6d. bottle at night from his dispensary." The bottle will last three days, and may be eked out to five or six days. This is a practical solution of a kind. Home medical assistance is deferred to the last moment, credit for provisions or rent is obtained, clothes or furniture may be pawned, money borrowed at a ruinous rate of interest, or a collection made for the 3s. 6d. to 5s. required in advance; it is discontinued at the first opportunity, to be hurriedly resumed should the presence of medical man or minister of religion seem urgently required. The rarely obtained dispensary notes are understood not to guarantee frequent visits, except in urgent cases; there is no visiting from the hospitals as the cases drop out from increasing illness. Incipient, or subsiding illness, and convalescence, are left to providence; and the visiting doctor may be purposely not told of a fresh case in the house because of the inevitable expense of its treatment. I have often been called in just because another doctor was in attendance, and it is not impossible for three of us to be on the scene!

Popularity of
of sanitary
authority
hospitals,

Excellence of
existing
system of
medical
relief in
Birmingham

Condition of
poor in
Birmingham
slums.

Average
income of
poor families
in
Birmingham

Evils of
insufficient
medical
assistance.

Low
wages
resulting in
deficient
medical
attendance.

Abuses of
voluntary
hospital
out-patient
department.

12. Out-patient treatment is fairly easily obtainable, but much abused. Many of the cases presenting themselves are those who have time to attend, *not* those who are in greatest poverty or bodily distress. As arranged, *i.e.*, at a few great centres, it involves a prodigious waste of home time, also a great deal of exposure to the very weather which coincides with the most illness. Many stay indoors exactly when they most need advice and treatment; others go out, and suffer in consequence.

Crowding out
of the poor
from
dispensaries
and hospitals

13. I have frequently been told that Classes II. and III. and even Class I., are crowded out of the dispensaries by the favourites of those who have the notes under their control, *i.e.*, by those who ought to pay for private attendance, a double injustice resulting if the dispensaries are meant for the poor.

Difficulties
as to payment
by artisans
for medical
assistance.

14. Class I. is exposed to the same evils as to home and out-patient attendance as Classes II. and III., but in milder degree. Continuous attendance of a medical man for a few weeks becomes an unbearable burden, often either coming to a dead stop, or crippling the whole family when in greatest straits. Its attention ought to be directed, during illness, to the extras of special diet, bedroom fire, extra light, washing and help; *not* to the task of paying a minimum of 3s. 6d. a week, on a progressively reduced income, for attendance and medicine only. Again and again have members of Class I. come to me with profound apologies, declaring a history of temporary bankruptcy; and we have helped them—after due enquiry—to turn the corner. Such a rare refuge as our comparatively small and solitary mission ought not to be the only *dernier ressort* of such people. The sick are neglected; the doctors are over-worked, underpaid, and weary of the treadmill.

B.—Quality of Medical Assistance.

Deficient
quality of
medical
assistance for
the poor.

15. It is inevitably deficient. The average poor man's doctor, once immersed in his work, enjoys no rest, no leisure; he has no time for society, lectures, or music, and can but rarely attend even medical gatherings. He and his family must live; he must pay at both ends for his holiday if he takes one. If successful, he has no time for study; if unsuccessful, grave temptations wait on him, and his outlook is dismal. The doctor of the poor is regarded as an unwelcome expense, only wanted at a crisis. And what can he provide of time, medicine, etc., at 3s. 6d. a week? How can he supply adequate dressings, bandages, lotions, etc., whose value is unappreciated by the poor, and for which he dare not charge extra?

16. But in any case, in these days of specialism and more costly treatment, how can one man at 3s. 6d. (or even 5s.) a week be all in all to every patient? Further, he is not able by mere recommendations to open the door of hospital and specialist in any complete sense, despite the courtesy of the hospital staffs; and too soon the question of notes arises. The family doctor ought to be first and foremost a diagnostician as to the kind of treatment required and which he, or others, must give. There should then be none of the delays which, in the present miserable and inchoate state of affairs, bring such grave immediate and later consequences, and so lower the health of the community. The medical profession and other health agencies constitute an army of non-organized volunteers, fighting the great national battle against disease. No one with a conscience can be satisfied with the results.

17. May I remind the Commission of the many poor *not* included in my classification, such as isolated men and women, widows and orphans, clerks, decayed gentry, etc., to whom much of the foregoing applies, *mutatis mutandis*?

C.—Preventive Medical Assistance.

Preventive
medical
assistance
by Birmingham
Medical
Mission and
by suggested
State medical
service.

18. At the Medical Mission our case-papers are numbered, and card-indexed alphabetically. They bear record of instructions as to the feeding of infants, supply of nourishing food and suitable clothing, the care of the teeth, ventilation, extra hours of sleep (day and night), country holidays, etc. These instructions are very frequently carried out. If a Medical Mission, with only private influence and slender resources, can obtain such results, what might not be done on a universal scale and with State influence at the back? I am firmly convinced that a heavy percentage of the illness-roll could be removed by meeting the ignorance, fatalism, and helplessness of the poor by kindly medical advice, ultimately enforced, if need be, by authority.

19. I pointed out to the Child Study Association, meeting at the University last December, 1906, the urgent importance of utilizing the school as a *Local Health Centre*, the parents and the homes being quietly revolutionised through the care of the children. A simple medical inspection would open the way to "talks" with the parents at the local school, "talks" differing *utroque* from summons reprimands; though it would—after a carefully graduated stringency—become known throughout the local area that these talks were not mere pious opinions. They would proceed on the initial assumption that the parents or friends intended well by the children, and that they only required information as to their health, food, clothing, etc., to do everything possible for their offspring. Praise would be meted out even for one item of attention; and after a time a *health-conscience* would be established, an asset of great potential value. The attendance officers and city health visitors would meanwhile be in no sense rivals, but cordially co-operating ancillary agents; and their information, supplemented by doctors' surprise visits, *e.g.*, at meal times, would place the little and simple evening "Court" (the name must be avoided) in a strong position to deal with parents. When local public opinion was ripe, when the majority had been sufficiently encouraged, and had acquired a conscience (little prizes, certificates, etc., smoothing matters and stimulating the parents at the same time), an example would have to be made of the worst offenders, of whom it would by this time be said, "Serves them right; did you ever see such miserable children?"

20. What is the use of prosecuting a few vicious parents while what I termed "The Average Shum-child" is minus the prevision of the State? The whole gamut of medical treatment should at least be made known to the parents; and, if I may stray into finance, I would suggest that any insurance for children of the really poor be very light, or, possibly, either borne by the State or by the federated voluntary agencies of each district, whom I long to see co-operated into working order on some English development of the Elberfeld system. More encouragement, far more stringency, more determination that the present revolting state of child neglect shall and must come to an end, seems to me imperative. A very important official of the city suggested to me the arrangement of a trial scheme of this kind in a congested district, a special feature being that the Schoolmasters within the area proposed should checkmate the transference of the children under observation from school to school while it was in operation. I believe it would be most instructive and would be a valuable test.

21. Constantly seeing children as units and in masses, I am convinced that the condition of at least half of them might—even under present conditions—be greatly improved; and that half of this half *urgently require medical and other aid*. All done for the children helps the parents and homes now, and the future homes hereafter.

Local Operations of Assisting Agencies.

22. *Health Committee*.—The operations of this Committee are energetic and well organised as far as I can judge.

Any notifications, or even suggestions, are received with courteous thanks and thoroughly seen to. We have full liberty, and are encouraged, to point out any improvement which may strike us. The reports of the medical officer of health on Infant Mortality, and especially his Report on the Floodgate Street Area, where we chiefly work, have thrown a flood of light on local problems, and have reacted on other civic departments. The standard of what is essential to health is being slowly but steadily raised.

The lady Health Visitors, with whom I have had a good deal to do, and who ask me to diagnose and treat for them many neglected cases, are fulfilling a useful function, and this agency is capable of great development.

23. *Housing Committee*.—This agency does not assist the poor with medicine or advice, but it cannot be omitted in the survey. Not only does its direct work improve courts by letting in air and sunshine, and by seeing to drains, water supply, etc., but it causes a healthy emulation even where it has not itself taken action. The worst dwellings are being quietly removed without the creation of a house famine.

Mr. H. B.
Wilson.

12 Mar. 1907.

Educational
advantages
of extension
of medical
inspection of
homes.

Advantages
of applica-
tion of Elber-
feld system
to England.

Need of
further
medical
supervision
of children.

Medical
assistance of
the poor by
sanitary
authority.

Mr. H. B.
Wilson.

12 Mar. 1907

Rôle of
school
attendance
officers in
medical
assistance of
the poor.

24. *School Attendance Officers.*—Of these I must speak with unqualified praise; they are devoted men whose tact is marvellous. I append our case-paper forms for boys and girls (buff and blue), those for women being white, those for men red. (For copies of completed case-papers, see *Appendix No. XVIII. (A.)*.) These case-papers are numbered, and the patient has a home card with this (permanent) number on it. We enter on the case-paper, in the appropriate column, either the length of non-attendance, or leave the column blank, or state that attendance is to take place. The case-numbers, with any additional remarks, are forwarded every evening to the attendance officer. If, on visiting, non-attendance is claimed, the number is taken and collated at the office. Our verdict is always taken as final; but the attendance officers have access to the papers at the mission, which they may endorse, and they frequently interview the staff. We thus play into one another's hands for the children's sake, and I willingly undertake this wholly extra work for the same reason.

25. The schedule of standards, which I keep up myself, gives me an indication of abnormal advancement at school, or the reverse, and sets me on the track of fruitful enquiries. Often I accelerate school attendance; often keep a precocious and yet very delicate child back. The head teachers are also in close touch with us. It is my aim at least to deal with the whole situation of each separate child. There is actually a danger that "a bottle of medicine" may blind the parent to important issues, and I do all I can to minimise this.

The Poor Law.

26. In speaking of "The Poor Law" as an assisting agency, I only mean the *system*; and I wish to convey no personal reflection of any kind. Nor am I in favour of a total overthrow of that system.

Illustration
of insufficient
medical relief
for phthisis.

27. *Poor Law Out-Relief (Medical).*—If I am correct in what I have stated as to the inability of "the poor" to pay of themselves for adequate medical assistance, we must not look to the Poor Law to help us. It is not worth keeping up to meet this need. I append the actual case-paper of a man who came to me last week which illustrates a whole range of Poor Law problems. As will be seen, I diagnosed phthisis (pulmonary) on January 12th, 1903, and I recommended him for Blackwell Sanatorium or the Llandudno home. (All these notes are in shorthand and rapidly written under great pressure.) Had he been an insured Berlin workman, and I the physician at one of the city stations, I should have recommended him for removal to the magnificent Workmen's Consumption Sanatorium. Had there been a federated Elberfeld system for the ward, his wife and child (the Commission will see that this consumptive respectable man has begotten two children since, the three now living) would have been superintended, adequately helped, and the "home-life" kept up. None of this was done. He attended till February 23rd, 1903, and now turns up, January, 1907, having infected another house, with two more children, his nett club money 9s. 6d. being on the verge of reduction to 4s. 6d. nett, and no prospect of working again. Society is simply tinkering—in the twentieth century—with such a man. If I send him to the Poor Law they will say "Come in." He will refuse, and probably refuse to the last. He will not become a pauper; the neighbours will not allow the wife to allow it. The Poor Law is now absolutely clear of all responsibility. The man has refused their kind offer; I am assured that they cannot insist on his removal; and the miseries and social disgrace of the whole situation are unworthy of a practical nation.

Deterrence of
medical
relief.

To test him I said (see notes on case paper) "Why don't you go to the parish doctor?" "Do you mean the Infirmary?" "Didn't you know there was a doctor to see you folk outside?" "Naw, is there?"

"How have you been living?" (Sick pay thirteen weeks at 9s. 6d., soon to be 4s. 6d.) "My wife isn't working now; there's *nothink* in it; only 6s. or 7s. at a factory, and so much to pay for minding that it only leaves about 2s. And it ain't like their own mother mindin' them." No outside help or lodger. The indoor and outdoor departments of the Poor Law are thus, as in countless other cases, cleared of all responsibility and expense; a blank wall would yield more easily than

this rigid organisation, which is compelled by law to Deterrence of promote self-help and thrift at such a cost of human medical health and happiness, not to say decency. relief.

This case admirably illustrates the plea for some agency to act concurrently with the medical arm of social service. The humble medical mission is merely palliating the evil, while straining its slender resources beyond measure in a case which, for want of system, *cannot* be aided without pauperisation, and *will not* be aided pauper fashion. The whole family is now qualifying in every direction for inefficiency, being taught to beg, becoming dirty, ill-clothed, underfed, infected, and discouraged.

Case 5053 is also instructive. This man, with incurable oedema of the legs, and a mystery to both surgeons and physicians at one of the hospitals, alternates between indoor treatment at the workhouse infirmary, or at the hospital (by note), or he is at home *without any relief or medical attention, because*, if he has a fancy to be with his family (and he is *not* dangerous to their health), the State, which would keep him luxuriously in an institution, regards him as having refused a good offer. I found him when visiting his child, and for very pity offered him medicine. He also gets a dispensary note when he can.

If suggestions on this subject would be of any interest I would gladly lay them before the Commission.

28. *Poor Law Indoor Relief (Medical).*—In the great majority of cases it is dreaded, and grim tales are told me. But I believe the objections are largely superstitious and traditional; they suffice, however, to relieve the rates greatly, in the *first* instance at least. I have no evidence of anything but efficiency; yet I have the greatest difficulty in obtaining the consent of the friends, or the patients, to removal.

Deterrence of
indoor medical
relief at
reason the
of.

The hospitals are too overcrowded to meet the situation as a matter of routine.

In my experience the very idea of the Poor Law supplying any nursing facilities (save dressings) is unknown, though I understand that the guardians are not limited in their powers as to this. They believe it is false kindness to institute, or even supplement, Home-nursing of any kind.

Failure of
Poor Law
supply nursing.

Voluntary Hospitals.

29. These are, I believe, overcrowded in every department; and this state of affairs is given as a plea for more support. Is it possible for even the ablest men to do justice to such crowds? I suggest a decentralisation of the routine work by the establishment of "dispensaries," it being understood that all special and severe cases are to be reserved for more highly equipped institutions. These might (possibly) in the present state of public opinion be supported by a dual system of admittance (treatment the same):—(1) by the notes of the charitable; (2) by the admittances of the insured on production of insurance book. An immense amount of work could be cleared off in this way *close to the homes*, and, in nursing cases, a State or private doctor recommended, also specialists.

Overcrowding
of voluntary
hospitals
and proposed
remedies
therefor.

I should prefer *small central* hospitals for very urgent and seriously injured cases, and *large suburban* hospitals, like the one I saw in Hamburg for all other general cases. If I remember right, even the visiting staff were paid; the patients were charged for at 2 m., 3 m., 5 m., 8 m., and 10 m. each, according to the social scale and the willingness of friends, or authority, to pay. The hospital, on the barrack system, was far more advantageously situated than a *centre-of-the-city* hospital in everything, but the convenience of the visiting staff.

I do not think we ought to expect the hospitals to do more under present circumstances; but there is a great deal of time wasted by the patients, and there is necessarily swift work on the part of the doctors, many of the cases not needing treatment in so elaborate an institution.

The begging for notes is a wearisome and unsatisfactory procedure; free admission would paralyse the outpatient departments.

Medical Clubs.

30. From my outside experience, and special enquiries I have made from those well acquainted with them as patients, I believe these are a dead failure. They are a clubs.

Objections
to medical
clubs.

salve, not a remedy. How can a medical club *qua* medical club deal with every class of case, or even effectively with routine cases, when the means of time and sinews of war at the disposal of the often single practitioner are so meagre?—The patients are often profoundly dissatisfied, and not without some cause. Further, if the club is local, and the member moves to another town, or it may be even district, his “insurance” becomes a dead letter. Were this insurance national, or civic and transferable, I understand that working men would very willingly have a reasonable sum stopped from wages. They would know how to apportion their income. would be able to pay higher rent in better surroundings if efficient medical attendance were guaranteed; they are now quite sufficiently educated to grasp the value of insurance schemes. I believe medical clubs as wings of a friendly society are considerably more satisfactory than the pure sick clubs.

In my district I have never come across a woman or child in a sick club. There is much insurance for death; for life and health, a scramble for hurried, temporary, intermittent, and too often inadequate treatment is the order of the day. May we not pay too dear for “the liberty of the subject?”

Causes of Seeking Assistance.

31. These are:—

(1) Poverty, as previously indicated, even when income is normal.

(2) The Causes of poverty as separate factors, *e.g.*, unemployment, accident or illness of one or more family breadwinners, drink, idleness, thriftlessness, vice, nomadism, gambling.

(3) Of course illness, real or fancied; and, in the medical mission experience, the diminution in the amount of sick pay as the case proceeds and the family goes more rapidly to pieces.

Overlapping, Co-operation, Single Agency.

32. The patients have the choice, where notes can be obtained, or where they have rights, of several agencies for treatment, and they pick and choose to the best of their power. The agencies being too often, for the reasons alleged, inefficient or choked with work, this in theory unlimited choice does not tend to effective treatment. Co-operation is unorganized, dependent on the private influence of the doctor in many cases, and it is most imperfectly carried out. To quote a hospital surgeon of many years' experience, “We are quite at the end of the voluntary system.”

33. In my opinion, further co-operation will not be greatly advanced till system takes the place of no system, and till the poor come to understand that *not* as paupers, *but* as those who by combination have a right to medical treatment, they have the privilege of being courteously received at local stations, there to be *thoroughly* examined, the examiners being superintended (of course not in every case) by head district officers of proved practical experience, men who have the health of the people at heart and who are not mere birds of passage. By arrangement with existing institutions such as the Dispensaries, and the creation of State Dispensaries (the two comparable to the “shop” Post Office and the “pure” Post Office), a start could soon be made, and it is well that the change should take place without expectations being suddenly raised too high.

34. Further, these local stations should be placed in touch with existing Charitable and Poor Law Institutions; and patients applying for, or requiring indoor or special treatment, should be unhurriedly seen by experienced men, not by tyros, however potentially gifted. There should be no experience gained at the expense of the public in this way, *i.e.* competent men must be paid.

35. I venture to think we should then work our way, English fashion, to suitable and sufficient medical provision for the poor; and all charitable donations to institutions would be to the good. For this provision I firmly believe the average artisan, and even labourer, is willing to pay; but the article must not be a bogus one, nor incomplete in *any* feature. It must include, if need be, not only the initial consultation, but also the most costly essential treatment, conducted of course without extravagance and sentimentalism.

36. The efficiency which public control would demand, and meet, would attract as paying patients, or semi-paying patients those to whom extra privacy, etc., not better actual treatment, could be offered. Beds, hours etc., might be, *with care*, arranged in view of this, *i.e.*, special hours for charity notes, and so on.

37. The importance of co-ordinating Poor Law and charity has a bearing on this, for they do not yet co-operate near us, as the charities are not federated; and, too, the guardians seem to want, in spite of the Poor Law Minute of Mr. Goschen, November 20th, 1869, to keep to themselves. This impression is unfortunate. I append a copy of that Minute and the newspaper reprint of an attempt to federate the actual representatives of agencies working in the ward, brought to a standstill by my ill-health in 1905, and now being revived in connection with the St. Bartholomew's “District” (Ward) of the Bordesley “Branch” (Division) of “the City of Birmingham Aid Society,” of which District I am Hon. Medical Referee.

Children.

38. Last year I had weighed and measured and otherwise tested by the Instructor of Physical Training in the spacious and well-equipped Y.M.C.A. gymnasium, Mr. C. E. A. Heywood, the whole of the Bournville School as per cards herewith; also a number of local children. The comparisons as far as they went are of course very striking, and I hope to present them as an Appendix.*

Medical Clubs and Women.

39. After addressing a typical mothers' meeting not far from us, I enquired how many present, out of sixty-five, were in medical clubs. None were in medical clubs as part of a friendly society; three were in clubs for medical attendance only, and would forfeit benefit if removing from Birmingham, and, presumably, if moving out of reach of even the club locality.

None were willing to pay 3d. every week for life for *any* bribe of complete medical and surgical attendance; but few 2d.; almost all would willingly pay 1d. I gathered that it would be little use seeking for insurance money for the children.

Education.

40. I believe that the principle brought out in the Report by women inspectors to the Board of Education on children under five applies in measure to the whole of the educational life of the average slum child. Mere knowledge is swiftly forgotten; we should aim chiefly at what will most tend to promote physical efficiency plus mental and moral stability; at capability rather than acquirement. Nor should we forget that we are training boys and girls for civic, industrial, and home futures.

State and Charity.

41. In 1903 I inspected in three days about fifty only of the congeries of epileptic and other institutions associated with the name of Pastor v. Bodelschwingh, a personal friend of the late Emperor Frederick and personally known to the present Emperor and Empress. I found that while these and many other Homes, etc., were largely supported by “charity,” the State was at once appreciative and yet possessed of full powers of friendly inspection and suggestion. This happy co-operation and understanding appeared to me to be mutually educative, and must have notably reduced State expenses, as so much of often revolting work was cheerfully done from Christian motives, salaries being small.

Our medical mission is neither criticised nor encouraged by the State. In my ten years' experience we are always the suitors for any attention; and I have practically given up expecting the slightest official interest, however long we may have staved off applications to the guardians in special cases and through our daily work. One exception occurs to me where I obtained for a worn out button-maker a pension from the “young masters” of 2s. 6d., which was supplemented by 2s. 6d. out-relief, I undertaking medical attendance. Thus the “old-age pension” question was solved.

*The witness was unable to supply the particulars above referred to in time to be included in the Volume.

Mr. H. B. Wilson.
12 Mar. 1907.

Need of co-operation between Poor Law and charities.

Results of physical examination of children in Bournville School.

Paucity of women's medical clubs and question of proper fees for such clubs.

Defects of existing educational system.

Co-operation between State and charity in Germany.

Need of State recognition of charities in England.

Mr H. B.
Wilson.

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42. I have had little leisure since the Secretary's request came, so I hope you will make allowance for any re-iteration, and that you will ask for further details on any point. I hope the documents, map, and described photograph, will illustrate Birmingham conditions.

43. Should you desire to see the work, my out-patient days are Tuesday and Friday at Floodgate Street, and Wednesday at Ellis Street, 9.0 to 1.0 (Ellis Street is only in a mission-hall used for the purpose once weekly). I visit Monday and Thursday, and most other days. My colleague sees out-patients Monday and Wednesday from 1.30 to 3.30 or so. I should be very happy to show the case-papers and our institution, and the district.

44619. (Chairman.) We have had some very full evidence about the general system of medical relief in Birmingham. Your statement is interesting because it deals with the work of the medical mission. We should first like to ask you if you would care at all to expand what you have said in your statement about your medical mission?—I should like if I might first of all to show by these series of classified case papers, from the actual work, the facts which have led me to certain conclusions; then I would like with your permission to interpose the remedies as they strike me working in the congested area, and thirdly, I should like to be allowed to speak about the schools and children. I think if I might take that course it would save a great many questions.

Case papers and their use by Birmingham Medical Mission.

44620. You would like first to make a statement about your mission?—The medical work at the medical mission, apart from surgical and medical casualties, is all carefully recorded on case papers, something on the lines of the Charity Organisation Society. Each patient on entering the mission is registered and receives for himself or herself one of these cards. (Produced.) Red for men, and white for women, buff for boys, and blue for girls. Each of these contains a key number; the case papers are numbered seriatim numerically, and we keep as well a card index alphabetically arranged with the names and addresses of the patients, the addresses being revised whenever they change at each renewal, the key number being in the corner. When the patients come to the mission again they quote their number, the case paper is extracted from its numerical file and is placed face down wards, until all the case papers for the day are placed downwards, then they are reversed and placed on the doctor's table, and the cases come in in that order. The case papers I have submitted to the members of the Commission, but there are some case papers here, if they wish to see them. (Produced.) The four colours correspond with the cards which the patients have and also the card index has the same four colours. This helps to check mistakes and facilitates reference. The case paper as you will notice has as a common character a place for the name and address of the patient and various details as to the parish, religion, and so on, as far as our registrars have time to find it out. It has on the left-hand side "Instructions to dispenser." It has to the right of that, in the case of an adult, a relief column in which instructions for relief are made for our own relief department, and in the case of a child it has a "no school" column in which the number of days a child is to be excused from school is put. There is a report every night to the education authority as to the number of the case paper, or that the child is to go to school; if the child is to go to school, the name and address is sent to the education committee as well as the number. Then the doctor has the right hand side of the case paper for his observations, and he is able to glance at that before the patient actually comes into the room, and he gradually has the whole history of the case with any other details that he can get. The children's paper, the yellow ones for instance, has also a table which shows the standard and school at which the child is attending and also the standard that it ought to be in. If you take six years from the age you get approximately the standard of an up-to-date child. I will now go on with these case-papers. The first set specially illustrate why a family doctor is an impossible luxury, temporarily or permanently, but the case is not eligible for any State help. The first one is on March 25th, D. M. B., whose age is eleven; father, mother and seven children, eldest eleven, and youngest six months. Father earns 24s. a week, less 5d. club money. The mother paid 1d. for each bottle of medicine she received, each consultation being free. The 1d. does not go to the doctor, but solely to the dead ex-

penses of our medical work. The next is the case of a girl recommended by the nurse to a church. There, there is a father, mother and four children, the eldest nine and the youngest three and a half. This child of three and a half is more or less starved, and is wasting. They are getting 2s. 6d. a week, groceries and coal for two weeks from the Birmingham Aid Society; that society has a very useful future before it. This is the mother's statement:—"But if he could have had work he would rather have had it. He has applied to the distress committee; the metal is such a price they will not buy it. That is why so many are out of work." I was compelled to order this child twelve days' milk at 2d., a day. I also ordered the child to have a day sleep. Here is another case, that of a woman who had double mitral disease and aortic disease, she was in extreme poverty. Part of her work almost to the time of her death was the carrying of forty gross of steel stretchers up flights of stairs; she worked almost to the last, but she would not have qualified for the parish doctor, because she would not be destitute. She worked with advanced heart disease, complicated heart disease, to the very last. I gave a little milk and the nurse visited her, and we did what we could to help the friends afterwards to get the money from the insurance company. Here is another case, of a girl two months old. There there was a father and mother and three children, four years, three years, and two months. The father has been out of work five weeks owing to the frost, being a coal carter; mother says work is stirring up a bit better, husband hoping to get work from the old master. I also ordered milk in that case and Virol; the relief orders always have attached to them my instructions. I attach to them the number from the relief order, so that I am able to trace if our people have dealt with it. That case was given temporary relief. Such a man as that in my opinion is perfectly able to give a small payment for insurance.

44621. You have a large number of case papers, and I think we quite understand the class of case you are dealing with. You can put those in your evidence in an appendix (see Appendix No. XVIII. (A).) I think we can quite realise the varying nature of the cases with which you are dealing?—May I give the headings of them without the cases?

44622. I really do not think it is necessary. It will all be in the appendix to your evidence afterwards. If you can tell us something about the conclusions which you have formed from those case-papers, we should be glad?—I would suggest this that there being in my opinion a great need of medical relief and more adequate medical relief in dealing with the question of the poor, what are called the poor, who, in my evidence, I was dividing up for the present purpose into those earning 30s. a week with a family, and those of 20s., and those of 10s. I suggest that we are cursed with a multiplicity of agencies in any particular area; yet each agency, as a whole, is overburdened and very largely ineffective. We imperatively need far better ground plans, such as every army organiser has in reserve. We want far fewer independent officials, public and charitable (each is the pan and the kettle in more ways than one) each official representing some far off authority, of which he is the faint echo. The poor look upon all State officials, many not of superior education and practical ability to some of themselves, as their natural enemies, and they circumvent them right and left every day. We want to take a map of every large city and carefully mark it out into health districts, the more congested districts being the smaller, and having the best men at their head. Each area should be considered as a little imperium whose welfare lies on the heart of someone, as truly as if that someone were the health officer of a small town. The smallest district we should dare to plan would in any case be far more populous than many a small town amply provided with a fully trained medical officer of health. If these premises are admitted, I venture to propose the following—

44623. Is this supplementary to the printed paper you have sent us?—It is.

44624. The idea of the Commission I think, is that the witness should send in a paper and be examined on it. You have read us a fresh paper which it is rather difficult for us to examine you upon. Do you not think it would be better to hand in that paper if it is supplementary

Case paper and their use by Birmingham Medical Mission.

Need of medical assistance for the poor in spite of multiplicity of agencies for such assistance.

Excess of officials in charitable and Poor Law relief of the poor

Annual number of persons dealt with by Birmingham Medical Mission.

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to this evidence, and we should examine you a little upon the practical management of this mission? We understand your views. What we want to know is how your mission links up or combines the existing agencies. I think in that way we should more rapidly be able to come to a conclusion than if you read us any paper. How many persons do you deal with in the course of a year at this medical mission?—6,305, that is if they have attended over six weeks it is a fresh case, so it is not as many as that of course. (*See Appendix No. XVIII. (B.)*)

44625. All the assistance you give is gratuitous?—The medical advice and surgical advice is absolutely gratuitous, but each patient is expected to give a 1d. at the dispensary for coal and gas and heating, and also for each dressing, but we always excuse those who are the poorest when we find it out and put an F. on their case paper.

44626. Where do you get your funds to carry on your work?—Entirely by voluntary subscriptions. We have no endowment, but we have a building fund which has a few hundreds in hand now.

44627. Who is your authority; have you a committee?—Yes, we have a medical president who is a general practitioner, and has been president of the local branch of the British Medical Association. We have a medical vice-president, and a lay vice-president, and a committee with lay and medical members on it of all Protestant denominations.

44628. You have a dispensary?—We have two dispensaries; we have one at our headquarters and one fitted up in the mission hall of a parish room.

44629. You have a home visiting department, is that where your home visitors live?—I mean by that that we do home visiting.

44630. You said you ordered a child a day sleep, I think?—Yes.

44631. Where did you put the child?—I ordered the mother to see that it had a day sleep. That is my technical word for seeing that the child gets enough sleep.

44632. This mission has been a great many years in operation?—It is in its thirty-second year.

44633. Is the number of cases it deals with increasing?—They increased 30 per cent. the last complete year ended June 30th, 1906. We have, in this year 1906-7, gained one month in seven; the last complete figures are for January; that is owing to departmentalisation.

44634. Taking your classification, what proportion of the people dealt with would come under each class?—I should think roughly, giving an off-hand answer, two-thirds would come under Class 2 and one-third under Class 3, and a few under Class 1. We discourage Class 1 from coming to us.

44635. You deal with the class who unless they belong to a club would have to go to the Poor Law for medical relief?—Yes, as I explained, they do get medical attention just at the crisis; they scrape 3s. 6d. or 5s. together just for the crisis of an illness.

44636. With regard to your remedies, do you think the present state of medical relief in Birmingham unsatisfactory?—Yes, I do among the poor.

44637. What is your remedy, or what would be the improvement you propose to effect; to organise voluntary charitable agencies—do I understand that aright?—Yes, that is part of it. I should organise health districts under the ultimate control of the medical officer of health for the city; he should be assisted by what I regard as of very great importance, a medical staff or advisory staff of the most experienced consultants, medical and surgical, of the city, the best representatives of the main branches of our profession, men who would deem it an honour to meet as a full committee, or in sections as called together by him. Such a staff, if not too unwieldy, would be of great moral help to the medical officer of health. I wish to state that these views have not been discussed with anyone, and that I purposely refrained from obtaining the expert advice of the local medical officer of health. Such a staff, or council, could enormously facilitate co-operation and co-ordination of adequate medical relief, and could elaborate locally the national scheme of medical insurance already so belated. This

council would advise the medical officer of health as to the superintending doctors for large divisions, and as to the appointments of district doctors. I have omitted to say that picked representatives of the general practitioner arm of medical service should also be invited to serve. The medical officer of health is not engaged in actual curing in the ordinary sense of the word; if he had this staff I am of opinion that they would take a great interest in the whole medical work, preventive and curative of the city, and that we should enlist the sympathies and the skill of these men and also have on our side with regard to the health of the community the hospitals and the general practitioner.

44638. (*Mr. Bentham.*) Would they find you an honorary staff?—Yes, I think they would be proud to serve.

44639. (*Mrs. Webb.*) Like the honorary staff of a hospital?—Yes, we have a doctor on our council, but what is the use amongst sixty-six; his time is practically wasted in my opinion.

44640. (*Chairman.*) Would you make them a sort of consultative body to advise the corporation?—To advise the medical officer of health, meeting at his call in such sections as he thought desirable.

44641. Do you think they would come?—I think they would. I think there is a public spirit amongst the doctors as much as amongst anyone else.

44642. Unless the question is very important they would not be likely to forego their own private work?—I think they would meet between five and six, or half-past five and half-past six, with pleasure, in the centre of the city.

44643. (*Mrs. Webb.*) You see they would gain by the advantage of having their names before the public, like they do in the hospitals, although that is a low way of putting it?—I cannot agree with that. I would not put it on such a ground. I think as medical men interested in the welfare of the city, they would serve.

44644. (*Chairman.*) I thought they were to be the first consultants in the town?—Men of standing, consultants.

44645. (*Mrs. Webb.*) Just like at the hospital?—Yes, for instance the Dean of the medical school.

44646. (*Chairman.*) They would advise the health officer as to what he was to do?—I take it he would be the general of the medical officers and they would be able to help him with regard to surgical and medical treatment and serious gynecological work which he is not competent to deal with in detail.

44647. They are not so much to advise him in the operation of the health department, but to assist him in the treatment of medical cases?—Yes, and to organise and bring about the co-operation which we all think needed.

44648. How would they do that?—Because I do not think they would accept his dicta at the present time as to the internal work of the hospitals and the treatment of cases; his function is somewhat different from that of the skilled physician or surgeon.

44649. You want this body in order to get the voluntary agencies and the hospitals to co-operate?—Yes, to bring about an arrangement of the whole of the medical work, and advise the medical officer of health as to the improvements which will result from what I propose. He will also want advice as to the appointment of the new style of medical officer which I will come to directly. I think a question has already been raised to-day as to the class of man that you would get.

44650. Where do the town council come in?—They would be supreme over the medical officer of health, they and the health committee. I do not want to go beyond my last; I could not go further than that. I am looking at it from the medical point of view. I think the health committee in Birmingham would be quite powerful enough to keep the doctors in order.

44651. You would put on the health committee the duty of trying to organise the medical relief throughout the town, is that it?—Yes, I should.

44652. You would take all medical relief away from the Poor Law?—I cannot speak about anything but the outdoor medical relief, it is the medical outdoor relief

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12 Mar. 1907. that I understand. Some medical relief, I understand, is already out of the hands of the Poor Law. We have municipal hospitals; the fever hospitals are not under the Poor Law.

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44653. Only the infectious hospitals?—I believe the very large percentage of cases is drifting more and more into municipal hospitals. I think that is the tendency, and will be more so.

44654. I do not think there are any municipal hospitals other than infectious hospitals?—If consumption is regarded as an infectious disease, would not that be so? I was not proposing to upset the Poor Law system.

44655. (*Mr. Bentham.*) Is the Poor Law hospital called the City Hospital, in Birmingham?—No, I think the fever hospital is called the City Hospital.

44656. What name is the Poor Law hospital known by?—Spring Hill Infirmary.

44657. (*Chairman.*) Going on with your scheme, you would make medical relief free?—There is one other element I would wish to mention.

44658. Certainly?—The medical officer of health would nominate district medical officers of health for each health district, either as *ad hoc* officials or as medical men sufficiently subsidised for the work required of them. Those men would carry their authority to every corner of the respective districts. I do not say they would do all the work, that is not the point, but each would carry his authority.

44659. They would be in private practice subsidised?—Probably. In some wards they would have to have a whole-time officer, not to do all the work, but a whole-time officer to represent the medical officer of health; in others, an ordinary doctor who had qualified himself to serve under the State might do so, and to the extent to which he served the State his services would be recognised.

44660. These doctors I suppose in certain cases would be whole-time doctors, but in most cases they would be practising privately as well?—It depends on how much money the State was prepared to allot from the insurance money which I am about to propose.

44661. Now we come to funds. How would you get your funds?—I say that this new district medical officer would be a man in direct control of the health visitors, the nuisance inspectors, *et hoc genus omne* in his own district. With regard to the steps I am suggesting, as we are probably not ripe for compulsory medical insurance I should propose that we had a national system of medical insurance for the United Kingdom and Ireland, and if it is possible, for the Empire. I think that this scheme would compel co-ordination of all existing agencies, or most of them, for medical relief, and a wide extension of the close-at-hand dispensary. This scheme would aim at utilising to the utmost all existing institutions and even developing and allotting to them the insurance money that they had earned.

44662. Allotting to whom?—To the agencies which increased and developed, say the hospitals and dispensaries and so on; at the same time where there was a district where there was no near-at-hand dispensary, which is a very important thing where there is sickness, the municipality or the State would organise some small dispensary, because nineteen-twentieths of medical relief could be treated in the small dispensaries with very simple arrangements.

44663. Is your insurance to be compulsory?—Personally I do not think we are ripe for that.

44664. If it is not compulsory, how would the insurance go to the local authority? A man insures himself against sickness and when he is sick he either gets medical attendance free or he gets some sum provided which will procure him that medical attendance. I do not see how that would go to the local authority?—Because no one would be able to get free medical treatment or surgical treatment, from the initial consultation to the most advanced surgical operations, unless they could bring forward evidence that they were insured; then there would be some kind of ticket or check, and whether they were

treated by private practitioners or not, I do not wish to be harsh, or by the voluntary institution, or in some cases by the inevitable State dispensary, they would get credit for treating this particular case and the funds would be allotted according to the treatment that had been given.

44665. It is very complicated. What would you do with people who were not insured?—For the present those people would not be worse off than they are now. Every one that was insured would be to the good, the rest would fall into two classes, either those who could have been insured and would not, or those who could not afford to be insured. We should have to treat those who had neglected insurance but we should have to bring all the possible resources we could upon them through friendly societies and in other ways to insure.

44666. Would you give different treatment to people who were uninsured as compared with those who were insured?—The treatment should be identical, but I make a classification or distinction which the poor soon understand; for instance, at the dispensary I would have separate hours, or a separate entrance; in that way you could make a difference while the treatment would be the same.

44667. That inducement to insure would be slight, would it not, if all people get the same treatment?—As a medical man I do not see why we should treat a poor body different from a rich body. The body is the same.

44668. I am thinking what inducement would there be to insure?—Because people do not like to be treated free, there is a very strong objection to being treated by the Poor Law.

44669. (*Mrs. Webb.*) Do they object to fever hospitals?—No, we say they must go, and it is no good objecting.

44670. They do not object?—They have no choice. I could not say, I do not think they do object.

44671. (*Chairman.*) Would you say that the fact that medical relief is associated with the Poor Law is a deterrent?—Certainly.

44672. Do you say it is the fact that it is associated with the Poor Law, or because there is a suspicion or belief that it is not quite efficient, or is it both combined, which of these causes would you say it is?—There is a great objection amongst people that I know to going to the Poor Law office to get the medical order; then they feel also that the district medical officers have not the time to attend to them.

44673. What would you do in the case of serious illness or an operation under your scheme?—Do you mean if insured?

44674. No, take an ordinary case; or first, take the case of a person insured.—A person insured would go to the nearest doctor in the district who was authorised by the local medical authority to treat insured cases, that man being on my supposition superintended in a friendly manner by experienced medical men, all these nuisances of not examining a case would not exist, the man dare not do it. If it was a case of strangulated hernia, or anything of that kind, he would be in a position at once not to tell a person to go to a hospital or to a dispensary, but he would send a case to the proper surgeon or physician which he thought was necessary. If he made a mistake he would be told about it, but there would be no delay.

44675. Assuming it was a case for a hospital they would send him to the hospital?—Yes, they would send him at once, it will have to be as easy to send him to the hospital as to give him a bottle of medicine; there would be beds at the hospital for insured cases.

44676. You assume that all the hospitals come into this scheme?—I do, but I also assume that nineteen-twentieths of the work which is now carried out in the hospitals will be done in dispensaries, either created specially where they are needed, or by an extension of the present dispensary system in Birmingham. Nineteen-twentieths of the medical applications can be cleared off close to the homes, without keeping the women from cooking and washing and seeing to their children, by using small dispensaries.

44677. Would you want paid officers at the dispensary?—No.

Proposed universal scheme of insurance against sickness and allocation of insurance funds.

Suggested inducement for insurance against sickness.

Deterrence of medical relief.

Arrangements for surgical operations under re-organised scheme of medical assistance.

Position of hospitals in re-organised scheme of medical assistance.

Proposed extension of system of dispensaries.

Details of scheme for re-organisation of medical assistance.

Proposed universal scheme of insurance against sickness and allocation of insurance funds.

Proposed extension of system of dispensaries.

44678. Who would attend these dispensaries?—Either the new district medical officer or a general practitioner in the district who had time to see to it and who was recognised by the local medical authority. You would get some of the very best men in the best practice who would give two or three hours in the week, taking different days and see to it, and in proportion as they did State work they would receive remuneration, and it would not be a disadvantage to them; they would be able to do a good many things in the dispensary that they could not do in their own private rooms. At a State dispensary you can have arrangements by which dressing can be done and you can have a nurse in attendance.

Proposed inducements or insurance against sickness.

44679. What would you do with regard to the uninsured in a serious case?—I should like to see that class which is not insured, and which is not a Poor Law class, treated for a time to see what happens, but less eligibly than those who are insured, distinctly less eligibly. I think if we make the distinction in a kind but firm way there would be a steady drift from the uninsured to the insured, we should tend in this way also to classify our poor in a way we are not doing to-day.

44680. (*Mrs. Webb.*) When you say less eligibly, do you mean they are to have less chance of recovering?—Not at all.

44681. Then they are to have all the food that is requisite for recovery?—I do not think that is a medical question, is it?

44682. In the institution they are to have exactly what food is required for recovery?—I should not give this intermediate class all the food that is required, I should only give it to Poor Law cases.

44683. What I want to know is whether this intermediate class are to be treated less eligibly from the point of view of recovery?—It will be so; as far as I have personally thought it out, I think we cannot possibly feed all those; they ought to be made to do more than they do. It is difficult to arrange to do that while paying in each illness for private consultations; when they are relieved of that expenditure, but they ought to do that much for themselves; if they will not do that they should drop into the Poor Law class.

Existing adequacy of medical assistance poor children.

44634. (*Chairman.*) Going back to your scheme, you would want fresh Acts of Parliament, you would also have to get all the hospitals to combine, which you could only do by voluntary effort, and you would again have to get the doctors to co-operate with you. Those would be very very serious difficulties to get over, and some of them would be insuperable because it would depend on what the local feeling of the doctors was and the charitable organisations?—I am speaking only for my own district, but it is a typical one; the poor are not being treated properly now; if the children have measles they cannot be sent to any convalescent home, they are turned out of the fever hospital after six weeks with scarlet fever, and very miserable lives they lead for the next few months.

44685. Your opinion is that the present system of medical relief, with regard to children notably, is insufficient and inadequate?—Yes.

44686. You see no hope of improving it until you have got all the various authorities, both voluntary and public, who are now not in combination all in co-operation working one with the other?—That is the ideal, but every measure of co-operation is to the good; if we can only improve things 5 per cent. or 10 per cent. it means an immense amount of good to the health of the community.

Proposed universal system of insurance against sickness.

44687. (*Mr. Booth.*) I should like to be clear that I understand exactly what you mean by insurance with regard to sickness; the ordinary what is called sick benefit means a payment for carrying on the support of the family while work is perhaps impossible owing to sickness; you do not mean that at all?—I do not refer to it in any way.

44688. The ordinary medical club, which is another form of sick benefit, does not include any institutional treatment; that means merely the visit of the doctor?—For instance, in the London and North Western Railway it does, but speaking generally it does not; it only means the doctor and medicine.

44689. If your insurance is to include the treatment in an institution it necessarily includes the support, the food and all that. I imagine from what you have said in

Paragraph 39, when you speak of women and your inquiry as to what they could pay for complete medical and surgical attendance, you do not include in that attendance the idea that they were to be transferred to a hospital in any case?—I did. *Mr. H. B. Wilson.* 12 Mar. 1907

44690. Because I do not know whether there are any actuarial calculations as to what it would cost to provide hospital treatment, but at any rate the ordinary terms on which these medical clubs are run would evidently not cover it?—They would not. Proposed universal system of insurance against sickness.

44691. You say in Paragraph 35 you believe the average artisan, and even labourer, is willing to pay; how much is he willing to pay, something or the cost of the treatment, because that refers to an institution I think? You say that all charitable donations to institutions would be to the good, and for all this you believe that the average artisan would be willing to pay. Do you mean pay actually what would be the cost of the institutional relief, or only make some kind of payment?—I have not calculated it out; I do not know what it would cost. I understand in Germany 3d. a week is sufficient for a man and his family; I understand that from Sir John Gorst's book. Willingness of lower classes to pay for medical assistance.

44692. What do they get?—From the initial consultation up to three years in a consumption sanatorium if necessary. I believe that even a labourer would pay a few pence a week for that purpose.

44693. If it were based on a universal and comprehensive scheme your opinion is that the payment would be small and the benefits large?—It is.

44694. (*Mrs. Webb.*) Might I ask you definitely whether you think that the lack of medical assistance for the poor leads to premature death?—Undoubtedly. Evils of inadequate medical assistance of the poor.

44695. And to preventable ill-health?—Undoubtedly.

44696. Therefore it does create destitution and pauperism?—Yes. The very attendance of a doctor helps to drag a family down under present conditions. Deficient medical assistance a cause of pauperism.

44697. You mean of a Poor Law doctor?—No, the attendance of an ordinary doctor is one of the causes for dragging a family down, whereas if such a family paid even 9d. a week, knowing what their rent was and their medical bill was, and so on, they would not be dragged down in case of illness, just when they want the money.

44698. Why should not they pay it out of the rates?—I do not personally approve of that. Objections to free medical relief.

44699. You are definitely under that impression?—I think it would sap the independence of people to pay it in their rates, and it would lead to political bribery.

44700. Does the provision of a fever hospital sap their independence?—We send them to the fever hospitals because under present conditions we will not have them out; they have no choice in the matter at all.

44701. With regard to sick clubs you give rather a black account of them in Paragraph 30 of your statement. Is it your deliberate opinion that the sort of medical advice which is given by these clubs is not efficient?—It is, in the medical clubs in our district *qua* medical clubs. Medical clubs as branches of the great friendly societies have a higher status. Question of quality of medical assistance given by medical clubs and friendly societies.

44702. But the doctors of these medical clubs do not give very efficient advice?—I think they do the best they can, they are over-worked and under-paid.

44703. The system leads to inefficient advice?—Yes, I admit that.

44704. (*Mr. Bentham.*) In sick cases that come under your notice do you inquire whether they are in receipt of Poor Law relief?—Our registrar does not do it, but I always try to find that out ultimately myself. Overlapping between Poor Law and charitable medical assistance.

44705. It is possible some of them are being attended by the district medical officer of the guardians and also by you?—Yes. There might be three doctors in, conceivably.

44706. If you knew would you refuse the case?—I should.

44707. That is you would leave them to the Poor Law if they were already attended by the district medical officer?—I never interfere with any existing treatment.

Mr. H. B. 44708. Do you think there are many people come
Wilson. to you who prefer not to go to the district medical officer
and come to you because of that ?—I will put it in this
12 Mar. 1907. way; there are many coming to us who prefer not to be
under the Poor Law, because they regard it all as a part
Deterrence of and parcel of pauperism.
medical relief.

44709. They feel they would rather accept service from
a charitable institution than from the Poor Law ?—
Yes, because there is a touch of human kindness about
it which there cannot be about the Poor Law.

Advantages 44710. Any State system might become the same, there
of charitable is a perfunctory way of doing the business through official-
over rate dom that people might resent, is that what you mean ?—
assistance. That is a constant danger.

44711. You feel that when the work is done by a
voluntary charitable organisation the people feel that they
are receiving the personal kindness, as it were, of other
people who are interested in them ?—Yes, they do.

44712. That is the whole basis of your charitable work,
is it not ?—Yes. At the same time, if you had a district
medical officer who was deeply interested in the health
of his own district, he would like to help the poor in every
possible way; he would to that extent be just as good
as the officer of a charitable institution; I do not think
there is any monopoly of kindness in the officers of charit-
able institutions. I should be sorry to think so.

Provisions 44713. With regard to nursing, do you provide nurses
for nursing of to attend the homes of the people ?—Our resident mis-
the poor in sionary's wife is not a trained nurse, but she does some
Birmingham. nursing, and we can use trained district nurses, of course.

44714. That is paid for by your society ?—Yes, she is
paid £77.

44715. Is there a district nursing association in Birming-
ham ?—Yes.

44716. Are there many nurses ?—I do not know how
many they have, I should guess about thirty, but I do
not really know. I have come across them and worked
with them.

44717. Do the guardians make use of those nurses, do
you know ?—I do not know, I think they do not.

Reference of 44718. The people you deal with evidently do not
cases by bring you in touch with the other methods that obtain
district or nursing or treating them medically ?—I not infre-
medical quently come across district nurses, and I have had even
officer to cases sent to me by the district medical officer that have
charity for been referred by the district medical officer to the medical
medical mission.
comforts, &c.

44719. (Mr. Gardiner.) On what ground, might I ask ?
—I cannot say; they have been and we have supplied
them with cod liver oil and various things.

44720. For medical extras as they call them ?—Treat-
ment as well.

44721. It is not only for food and nourishment, it is
for treatment ?—Cod liver oil our committee considers
medicine; we cannot give away much in the shape of
extras.

Deterrence of 44722. (Mr. Bentham.) You mention a case of con-
medical sumption which I understand you sent away, or rather
relief. recommended for Blackwell Sanatorium ?—Yes.

44723. Does that mean that you actually gave a re-
commendation to this particular case to go for treatment ?
—I do not think he got there; it means I asked our lady
secretary to try and get him there. We get several men
there a year, but we have to beg for the notes, and they
would be there for two weeks; three weeks in the winter.

44724. You say people have an objection to going inside
an infirmary to be treated, even incurable cases of con-
sumption have an objection to going inside ?—Yes.

44725. You would say it would be better for them
to go in, would you not, and better for the family ?—
Certainly

44726. Would you use compulsion in those cases ?—I
should, while seeking to humanise the treatment, and
make it as much of a home as possible for the consump-
tive.

44727. (Mr. Phelps.) In your experience of work
amongst the poor of Birmingham do you think you have
noticed any change in the character of the people ?—I
do not quite follow you.

44728. Do you think people are growing more provi-
dent or less provident, for instance, the people you come
in contact with ?—I think they are getting more out-
wardly respectable than they were; the adults are more
outwardly respectable; the young people are not getting
so, but they are better dressed outwardly.

44729. Do you find, for instance, that intemperance is Progres
less rampant than it was ?—Among men I should say it temper
was less; among women I am doubtful. I think there is amongst
more drinking during the day. I frequently catch women lower cas
drinking. I think there is more drinking amongst girls
in factories than there was.

44730. What do you say as to gambling ?—It is very Prevalen
prevalent indeed. If it is abolished in the streets it goes gamblin
on up in the courts. I frequently see it going on.

44731. What do you think are the reasons for these Effects
changes, what should you lay your finger on ?—The aggrega
aggregation of great masses of people of a similar class of the
together, all studying the same literature and absorbing refined.
the same ideals, who are being steadily divorced from
all country influence, poetry, and refinement of every
kind.

44732. Do you find the housing question acute in The ho
Birmingham ?—I should not call it acute, and I think difficul
it is being very well dealt with. Our courts or streets in Birmin
are being steadily improved by the housing committee
of the council without creating a house famine.

44733. Are they dealing with the courts ?—They are
turning the courts into terraces to a large extent, they
are substituting pan closets for water closets, and pro-
viding internal water supplies, internal pantries, and
trapping the drains, and exposing the court to police
supervision, and the access of air and light; not only is this
what the corporation itself does which is good, but it
stimulates others.

44734. Do you think the Poor Law as administered Questio
at present has much effect on the character of your the effe
people ?—I have not traced any special influence at all. Poor L
44735. Do you think it tends to make them thrifless on char
having the Poor Law to fall back upon ?—I do not think of the p
so. I have not traced it. I think they avoid the Poor
Law as much as they can; there are cases where people
take advantage of it of course.

44736. With regard to outdoor relief, have you many Policy
cases in your area of people receiving out-relief ?—Out- Birmin
door relief is sternly discouraged in Birmingham. Guardi
44737. Do you think with good effect ?—I think so on to out-
the whole. It is sternly discouraged, but they will make relief
exceptions. For instance I had to treat an old prize and res
fighter, and by getting 2s. 6d. from his employer the
Birmingham Guardians were able to provide 2s. 6d., and
thus the old-age pension was secured. I got a similar
thing out of the Midland Railway Company for one of
their men, that is all the result of medical work.

44738. What is the basis of your institution ?—It was The co
really started thirty-two years ago to exert a religious nition of
influence on the poor, and that the medical work should religious
be a handmaid to that; there was to be no compulsion in medic
any way; it was founded on the basis of medical missions in charita
abroad, it is a kind of pioneer of religious work in the slums. work.

44739. The medical work which you do is a means of
attracting people to the other influences that are brought
to bear ?—I should not say so much attracting as pro-
viding an opportunity for making the people accessible
to all kinds of effort which will help them socially,
physically and morally.

44740. You would not put the physical and moral
improvements side by side as equally your aim ?—I think
I should say so. We drill girls and boys, we have an am-
bulance brigade, we have a cycle club and several things
of that kind.

44741. What I want to get at is whether you think
the medicine leads to the morals or the morals to the
medicine, so to speak; which comes first in your scheme ?
—We seek to give the best medical treatment within
our power as an out-patient dispensary to as many

he combina-
on of reli-
ion and
edicine in
aritable
ork.

people as we can who are sufficiently poor to deserve it ; they have to come to the mission free, we seek to help them to see to themselves, their homes and their children. Some attend our meetings afterwards, but the vast majority do not. We refer them back to their clergy or minister, we send children to school, and so on.

ersonal in-
fluence the
est remedy
or improve-
ent of the
oor.

44742. Should you say as a result of your experience that you look for improvement mainly to the personal influence ?—Yes, I should.

44743. Do you see your way to any system by which that could be combined with Government ?—I do, from my point of view ; I think that if you had your health districts small enough and that your new district medical officer was sufficiently trained to understand the elementary laws of hygiene and also the treatment of Poor Law cases as we do at present, and treat them himself, that he would take such an interest in the poor for the sake of his district and as a citizen that he would treat them in a different way from what he does now when he only functions as one element in their treatment.

44744. Would the crowning success of your efforts be that we should have medical officers who also be moral

missionaries ?—I do not know what you mean by "moral," I do not think they would preach.

Mr. H. B.
Wilson.

44745. Whose object would be to raise the standard of life ?—Certainly, I believe they would have an enormous influence because they would deal with the unit. We want to deal with the individual ; if the same man not only treated the patient but had a right to go into the homes and see that everything was done properly he would then have an influence he has not to-day ; and if he or any other medical man knew of a nuisance in a court, he would go into that court and see that that was set right at once.

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Proposed
educative
functions of
the medical
officers of
health of the
future.

44746. I see what you mean in that way quite ; do you think we could ever have a medical service of which you could guarantee that it would go a good deal beyond medicine, and take a personal interest in the characters and doings, and so forth, of the patients ?—I think we could.

44747. You would look forward to that ?—Yes, I should have that as a definite ideal.

44748. That would be your idea of the medical mission in its highest development ?—Yes.

Mr. FRANCIS WILLIAM DANIELS, called ; and Examined.

44749. (Chairman.) You are the General Secretary of the Ideal Benefit Society of Birmingham ?—I am.

44750. You have prepared a statement which, if you will hand it in, we will treat as your evidence in chief ?—Very well.

(The Witness handed in the following Statement.)

1. Previous to coming to Birmingham, fifteen years ago, I was the head-master of the British School at Ebley, near Stroud, Gloucestershire.

2. While there I took a great interest in the welfare, not only of the children, but also in that of their parents, and was actively engaged in nearly every institution of the district which had that object in view : mutual improvement societies, savings bank, building society, sick benefit society, promoted an industrial and horticultural society and the like.

3. Coming to Birmingham, what struck me most forcibly was the general lack of thrift amongst the working classes. While the industrial conditions were far in advance of those I had left behind, while there was much more employment, while the wages were also very much higher, in most cases quite 50 per cent., while clothing, food, in fact everything except rent was cheaper, yet, proportionately, I should question whether the savings of the working classes would average 25 per cent. of those in the district I had left.

4. In seeking for a cause I was forced to the following conclusions :—

(a) The great love of pleasure and excitement of the people.

(b) The purely local friendly societies had just been declared financially unsound.

(c) The small number of what I should call real self-help societies.

(d) The prevalence of money clubs which yielded large profits, encouraging speculation rather than thrift. Most of these have since come to an end.

(e) The bad and demoralising influence of philanthropic and benevolent societies upon the working classes (as distinguished from the poverty-stricken people), caused by too much reliance upon those agencies. The people under the influence of such organisations became the most unstable in character, the least self-reliant, and the natural consequence was that they were deeper in debt with the tradespeople than any other portion of the community.

5. Of the "slums" of Birmingham, I only know through religious agencies, and have had no experience of Poor Law administration in those areas, but I should not hesitate to say that quite nine-tenths of the poverty is caused through drink and gambling, and that the real, as distinguished from the preventable, poverty in Birmingham could easily be dealt with by the various religious denominations, if they would sink their differences and look after defined districts. The loafer and wastrel would then be very soon unearthed. This is, however, quite outside my work.

6. My work, as I have designed it, is the inculcation of the habit and practice of thrift amongst the working classes, and with that object in view I have spent thirteen or fourteen years in hard work, chiefly in building up the Ideal Benefit Society.

Mr. F. W.
Daniels.

12 Mar. 1907.

Possibility of
charity
dealing with
pauperism.
Origin of
Ideal
Benefit
Society

7. Getting a number of friends and colleagues round me, I conceived the plan which I felt sure, if we could popularise, would protect the workman under all conditions, and while we are now only just maturing my fully-conceived scheme, yet what has been done in operation has already worked wonders.

8. Before starting I approached Alderman the Right Hon. William Kenrick to be our President. He, however, made it a condition of taking the post that the scheme should be actuarially examined. This was immediately done, and it came successfully through the ordeal.

9. The scheme is for men and women, who, however, are kept in separate sections, each retaining to themselves the financial results they earn. There are seven classes, to suit the varying conditions of age and position, ranging from $\frac{1}{2}$ d. to 3d. per day, with corresponding benefits and results. The basis is Class 3, or 1d. per day.

Subscriptions
benefits, etc.

10. The scheme is intended to enable members to make substantial provision for sickness, old age and death. A member joining at sixteen in Class 3 would pay 30s. 4d. per annum. The 5s. 4d. is estimated to pay for the sick benefits (viz., 10s. per week) and for the management, leaving a surplus of 25s. per annum. This continues until the member reaches thirty-one years of age, after which he has to pay a slightly increased contribution, viz., an increase every year of $\frac{1}{2}$ d. per annum amounting in the total up to 65 to £16. 2s. 3 $\frac{1}{2}$ d. in the class I am describing, with corresponding increases in the other classes, continuing until sixty-five, when the membership ceases. This additional payment after thirty-one is calculated to pay for the increased sickness risk, as the member grows older, and maintains the surplus of 25s. per annum at all ages, so that every member is really paying for his sick benefits and also for a surplus of 25s. per annum.

11. This brings about three results :—

Advantages
of scheme of
contributions

(a) Perfect equality of membership. The members as they grow older pay for becoming so, and thus no portion of their benefits is chargeable upon the contributions of the younger members.

(b) It secures financial soundness. This must be so, for every member at all ages pays for his sickness risk and the surplus.

(c) As a result of (b), there is no need of an accumulated or reserve fund, but the whole of the surpluses estimated at 25s. per annum in Class 3 are set aside and placed to the credit of the individual member. For instance, if the contributions for 1906 came to £20,000, out of that amount the cost of sickness and management would be first taken, and the balance, whatever it was, would be divided proportionately, according to their classes,

Mr. F. W.
Daniels.

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Ideal Benefit
Society.
Benefits at
age of 65.

Benefit on
death before
65, or on
cessation
of member-
ship.

Rule as to
increased
contribution
after 31, and
payment of
increased
contributions
by lump sum.

Number of
members
paying in-
creased con-
tributions
by lump
sums.

Lump sum
payment of
contributions.

Purchase of
dwellings
through the
society and
extension of
the scheme.

amongst the members, and put to their individual credit. It is this annual surplus, together with the compound interest, that accumulates and makes the provision for old age. The investments have up to the present yielded 5 per cent. interest.

12. Membership ceases at sixty-five, when the member has two options:—

(a) Either to have a Government annuity purchased for him, or (b) he can receive the amount standing to his credit in full.

13. It is estimated in the class I have been describing that a youth joining at sixteen would accumulate about £250 on reaching sixty-five, in addition to receiving sick pay when entitled to it, an amount which would, at sixty-five years of age, purchase an annuity of about 10s. per week.

14. If the member died before sixty-five years of age his accumulations are payable to his friends. Should he resign or lapse his membership, the amount standing to his credit is paid him, less the accumulations of the last two years. Of course, this forfeiture renders the society absolutely sound. For instance, at the end of 1905 £64,000 was standing to the credit of the individual members; if all had resigned, roughly speaking about £50,000 would have been required to pay them out, leaving a margin of £14,000, which would be ample in case the assets of the society had to be realised.

15. The only real difficulty in advocating the claims of the society has been the question of the increased payment after thirty-one. While every financial authority would immediately recognise that these increased payments are the secret of the whole of what the society can offer to its members, yet these payments are a difficulty which probably would be felt by some as the members grew older. The increased contributions from thirty-one to sixty-five, over and above the ordinary subscription, come to a total of £16 2s. 3½d., and of course are heaviest towards the end of the membership. This difficulty has been met partially by pointing out the great advantages arising from the increased payments and the splendid results achieved.

16. Two years ago I formulated and introduced a table which gave the present worth of all future increased payments at every age. For instance, £4 9s. 10d. paid at twenty years of age will pay up the whole of the increased subscriptions, viz., £16 2s. 3½d. When it is remembered that under this table members can at any time withdraw the balance of the fund by giving a week's notice, and that the amount can always be ascertained by consulting the table, the only objection to such a table at once vanishes. Of course, withdrawal of the fund places the member back under the ordinary rules. It is interesting to know that in less than two years three hundred members have paid up all their increased contributions, and the number doing so is rapidly increasing.

17. A similar table has been prepared to pay up all future contributions at every age on precisely similar lines and conditions as the table for paying up the increased payments.

18. Further, to enable members to obtain the amount required to avail themselves of these benefits, we have registered, under the Industrial and Provident Societies Act a savings bank. A member at twenty saving 1s. per week for two years would accumulate more than enough to pay up all his future increases. While members after passing thirty, who find it impossible to save, and yet wish to free themselves of the increased contributions, can transfer from their own appropriations or savings in the society, such an amount as will place them in benefit under this table.

19. One of the greatest attractions of the society is the fact that we offer unique facilities for members to purchase or build their own dwellings. To find a ready and remunerative investment for our funds we advance on mortgage to our members, to assist them to get their own homes, and as the members have an individual interest in the society, which very rapidly increases, we can give them far more assistance than can any building society, at and the same time with absolute security.

20. Already hundreds of members have purchased their houses in this way, a good many have already completely paid for them, for while we only insist upon a small repayment, amounting to about the ordinary rental, yet members can pay back as rapidly as they like. Up to the

present time all our funds have been invested in this way, Ideal Benefit and we have recently entered into an arrangement with the Society. Birmingham City Council to take over a small leasehold estate of 17½ acres, together with 11¼ acres of freehold land adjoining, which we have also purchased to make into a Garden Suburb for our members.

21. This short statement of facts will, I fear, cause many questions and criticisms, but space prevents answers being given here, but I should like to tabulate the following observations:—

(a) Our members are nearly all of the labouring Classes and artisan class, perhaps 50 per cent. not earning above 30s. per week. belonging to Society

(b) We have no honorary members, nor do we receive subscriptions from non-members for any purpose whatever. It is purely and entirely a self-help society developed and worked on business lines. Our members would regard it as an insult if we were assisted in either of the foregoing ways.

(c) The society has, no doubt, been extremely successful in encouraging thrift amongst a large body of working-men, and has exercised a considerable influence on the other self-help organisations in the city. In proof of this a portion of our members some five years ago subscribed capital for the starting of a mutual bakery, which is probably the largest and best equipped in the Midlands. While our bank, already referred to, has been very largely patronised, I think it would be very easy to raise from amongst our members £20,000 in a month for any well-thought-out scheme for their mutual benefit and improvement. Encourage ment of this a result of the society.

(d) We have paid nothing for the getting of members. I have attended hundreds of public meetings, large and small, to discuss the principles of the society. We have made about 11,000 members in twelve years, chiefly through the personal influence of the members. Methods of increasing membership.

(e) No meetings are held at public-houses.

(f) We have found when men have saved a few pounds it appears to increase their self-respect and importance, and sets them thinking, the result being a general development in other directions and an improvement in their habits all round. Not 5 per cent. of our members resign or lapse; a few—certainly not more than 1 per cent.—resign to get at their money, chiefly when in difficulties. Effect of saving on character. Proportion of members lapsing.

(g) Being a mutual society we find malingering almost unknown, and as a consequence the sickness risk is correspondingly benefited. Members will not see anyone robbing them without reporting them. Malingering unknown.

(h) The common feeling towards sick societies is that a man is justified in getting as much money as he can out of his society; this does not exist in our case, because the sick benefit is not the only object in view.

(i) So successful has the society been in Birmingham that recently we have re-organised it with the object of making it into a national one. Proposal to make society national.

(j) Every member is supplied annually with an exact statement of his accumulation as it stands in the books of the society.

(k) We do not grant loans on account of the members' accumulations, as we try to teach them to religiously hoard them up for old age. We know that to grant loans would weaken the object which we have in view. Sometimes, however, we grant small loans from our bank to meet temporary emergencies. This, however, is viewed in an altogether different light from what it would be if the loan was granted from the society, inasmuch as the loans from the bank have to be repaid in a given time. While the feeling would be, if granted on account of the members' interest in the society, that they were only using their own money. Extent of loan operations.

22. Briefly summarised, my experiences on the question of the promotion of thrift amongst the working classes in building up this society are:—

(a) Benevolent and philanthropic organisations weaken the self-respect and character of working men. Effect of charity on character of recipient.

(b) The best way to help a working man is to show him how to help himself.

deal Benefit Society.
Possibility of thrift for labouring classes.

Preventable poverty.

Promotion of unskilled industries as relief for unemployed.

Attitude of working classes to old-age pensions.

Need of popularising Post Office Annuities.

Proposed extension of benefits to widows and children of members.

Number, class, and wages of members.

Contributions increasing with age and difficulties thereto.

(c) The accumulation of a very small capital increases the self-respect of every man who saves it.

(d) I have found the labouring class as a body as thrifty as the artisan class. It is not a question so much of income or position as the acquisition of the habit.

(e) If the preventable poverty and want was dealt with and abolished, real poverty would be comparatively very small, and could easily be dealt with.

(f) Distress organisations for the relief of working men out of work I have found very demoralising. In case of hard weather in the winter philanthropy would be very much better occupied in promoting temporary unskilled industries. Very many articles for every-day use could be made with very little training and supervision, while these enterprises might be made nearly, if not quite, self-supporting. The loafer and vagabond would not like this method, but it would be well if those who would not work should not eat.

(g) While personally in favour of old age pensions for the *deserving* poor, and while I find the working classes generally are not averse to them, yet there is no enthusiasm amongst the *bona fide* working man, largely, I believe, because 75 per cent. would not live to enjoy them. I think the State, even if it provided old age pensions, would be conferring a far greater benefit upon the working population if they held out inducements and encouragements for working people to provide for their old age, and it would immensely popularise the system if the assured should not reach the age limit, that the amount standing to his credit should be payable to his friends.

(h) If the Post Office Annuity and Life Assurance tables were made popular by giving them more publicity, and with fixed surrender values, it would be a step in the right direction and be an immense step forward.

ADDENDUM.

23. *A Future Development.*—Our society protects its members at all points except one. For instance, if a member joins us at twenty, he can look forward to an accumulation of about £200 when he reaches sixty-five. Should he die at thirty-five, his membership has not been sufficiently long to make provision for his wife and family. We are anxious to make it possible for a member to protect his family, and that, from the very first day he becomes a member, he should be covered by the £200, which he would receive at sixty-five if he lived, as a provision for his wife and family if death should occur at any age before reaching that age.

The principle is that at first the member should be covered for the £200 assurance, but just in the same proportion that his accumulations increased, so the covering of insurance should decrease as follows:—

AGES - - -	20.	30.	40.	50.	60.
Accumulations (approximately)	£ nil.	£ s. d. 15 14 4	£ s. d. 41 6 6	£ s. d. 83 0 9	£ s. d. 199 12 1
Insurance (approximately)	200	184 5 8	153 13 6	116 19 3	nil.

We constructed an insurance table, in which the amount assured decreased £2 per cent., per annum, which nearly approximates to the above. The annual premium at twenty would be 13s. 6d. per cent. The difficulty of making the insurance exactly cover the difference between his accumulation and the £200, arises from the fact that the accumulations are variable, being dependent upon the annual surplus of 25s., and the earning of 5 per cent.

The registry of this table was deferred on the suggestion of the Chief Registrar of Friendly Societies, in order to try ordinary insurance first, and also because there had been no previous experience of such a scheme.

44751. (*Chairman.*) You have given us some interesting particulars of the Benefit Society you started in Birmingham. How many members are there at the present moment belonging to it?—11,000 in Birmingham.

44752. You state that nearly 50 per cent. of your members are of the labouring and artisan classes not earning above 30s. a week?—That is so.

44753. Putting the smaller considerations on one side, I think the great feature of your society is that the contributions increase as the person gets older?—That is so.

44754. Have you had much difficulty in getting compliance with that?—We have not up to the present

time, but I anticipate it as the members grow older, therefore we have met that difficulty by formulating and introducing a table which gives the present worth of all future increased contributions, which can be paid when the members are young.

44755. You have rather reversed it, you have made the payments heavier when members are young?—Not exactly that; in Class 3, which is a payment of a penny a day, the increased contributions from thirty-one up to sixty-five come to a total of £16 2s. 3d.; I introduced a table a couple of years ago to enable a young man if he cares to do so to pay up the whole of that increased contribution of £16 2s. 3d.; the present worth of £16 2s. 3d. would be £4 9s. 10d. if paid at the age of twenty years.

44756. Have most of your members come in early, or do you get any persons of tolerably middle age?—When the society was first started the members were nearly all middle-aged men simply because they were the thoughtful part of the community, but now young men come in, and form the great majority of the new members.

44757. Is there much migration in Birmingham; do they move about from one place to another?—Yes, quite one-third of our members change their residences, many of whom leave the city, and they are not by any means the poorer part of the working classes; I should say quite one-third of the membership moves every year.

44758. As a rule, do they fall out of the society?—No.

44759. They still continue to pay?—Yes; we have members to-day all over the country.

44760. Do you give them a surrender value?—Yes.

44761. You attach great importance to inculcating the habit of saving early in life?—Yes.

44762. I suppose your experience goes to show that when they have begun to save a little the habit of saving increases?—Yes, it increases all the way round.

44763. And the pride in the little savings increases?—That is so.

44764. You have 11,000 members now; have many dropped out?—Not more than 2½ per cent. per annum.

44765. Are your accounts audited every year?—Yes, by a chartered accountant.

44766. You have combined a number of advantages which seem to be appreciated; you have enabled houses to be acquired, and in that part of your work you have lost very little money?—No money at all.

44767. You find if they are taken early in life that the labouring classes are as thrifty as the artisan classes?—Yes, those I have come in contact with.

44768. How low down in the scale of wages do you think a man could be who belonged to your society?—We have them as low as 15s. and 18s. a week. We have seven classes, the lowest class is ½d. per day and the highest class 3d.

44769. What does the ½d. a day member get?—5s. a week in time of sickness.

44770. What would he get for a pension?—We estimate the annual profits would be 12s. 6d.; in that case they would work out at about 5s. at the age of sixty-five, if membership commenced at 16. Very few members indeed contribute for less than 1d. per day; the average, I should think, would be 1½d. per day.

44771. You do not divide at the end of the year if they want it?—No; we practically divide all our funds, but instead of being paid out they are put back to the credit of the individual members.

44772. We had some evidence the other day from the benefit societies and they told us that there was a considerable change of opinion with regard to State old-age pensions; that until recently the benefit societies had been rather hostile, but apparently their views have changed, and mainly so because they think it would relieve them of the very considerable burden of the sick pay which becomes almost permanent for aged people?—That is so.

44773. What is your view, looking at it from the point of view of your society?—I do not think it would affect our members at all. In fact if there was a 5s. pension at the age of sixty-five paid by the State, I think it would rather encourage thrift amongst the type of persons who form our membership.

Mr. F. W. Daniels.
12 Mar. 1907.

Ideal Benefit Society.

Age of new members.

Permanence of members.

Cumulative growth of habit of saving.

Proportion of lapsed members. Audit of accounts.

Result of scheme for purchase of dwellings.

Possibility of thrift for labouring classes.

Wages of members

Lowest subscription and benefits.

Attitude of Friendly Societies to old-age pensions.

Effect of old-age pensions on thrift.

- Mr. F. W. Daniels.* 44774. You would keep them going up to sixty-five ?
—Quite so.
- 12 Mar. 1907. 44775. Do you think, supposing there was a prospect of an old-age pension, it would stimulate amongst a good many men the desire to save in order to get that ?—I certainly think so. The one great drawback to the old-age pension system as generally advocated is this : there is not very much interest among the working people in the question, for this reason : they feel that quite 75 per cent. of the working classes would never reap any benefit from that system. What I think would be a good deal better is that all should have to contribute to an old-age pension ; and there should be a surrender value of the amount which they pay.
- Ideal Benefit Society. 44776. You mean so many die before sixty-five ?
Effect of old-age pensions on thrift. Quite so, quite 75 per cent.
- Need of surrender value for old-age pensions. 44777. (*Mr. Booth.*) Are you sure of that ?—I think so.
- Large proportion of working classes dying before 65. 44778. (*Chairman.*) 75 per cent. of the working classes die before sixty-five ?—That is so.
44779. (*Miss Hill.*) Where do you get those figures ; do you know at all what they are based upon ?—Nothing more than general reading ; I have studied this question for a good many years.
44780. (*Chairman.*) If you could send us on any evidence bearing on this question we should be glad, because it is new to us ?—I certainly will. (*See Appendix No XIX. (A.)*)
- Capacity of Society to pay pensions. 44781. You give either an annuity or a lump sum when they get to a certain age ?—That is so.
44782. A lump sum is more popular, is that your experience ?—The Society has only been in existence thirteen years, so that we cannot tell, the Society is a comparatively new one.
44783. Are you paying any pensions now ?—No.
44784. You are only paying sick pay ?—Yes.
44785. Will the funds stand the pensions do you think ?
—I do not think there is a doubt about it.
- Preference of beneficiaries for lump sum rather than annuity. 44786. What is the reason that the lump sum is preferred to the annuity, is it because it gives the man something to play with or with which he can start his children in life ?—Any wise man would prefer a lump sum, for this reason, he can do better with it than to purchase a Government annuity ; a Government annuity is assessed at a very low rate of interest to start with.
44787. And of course he may die. If he is short-lived he would die before he could get the full benefit ?—That is so.
- Prospect of increased membership and class of members. 44788. Do you think that you have covered the ground very much in Birmingham, or do you hope to go on increasing ?—I think we shall double our membership very quickly. The evidence we have in Birmingham, at any rate from the corporation, is that we have the cream of the working class of Birmingham at the present moment.
- Question of improvement of conditions of labour. 44789. And you say that the condition of skilled labour has improved ?—I think so.
44790. What should you say of the class below ?—Personally I think the working classes have improved all round.
44791. Take first the section of the stratum of unskilled labour next the artisan ?—I think so.
44792. Would you come down to casuals and the lower classes ?—I cannot speak with any authority of the lowest class.
44793. You do not come in contact with that ?—No, Dr. Wilson would do that.
44794. Taking the two strata of which I have spoken, and of which you have experience, would you say their position was better ?—Most decidedly so.
44795. The price of commodities is much lower ?—Everything is much cheaper.
- Scheme for State to take over work of friendly societies old-age pensions, insurance, etc. 44796. Is there anything further you would like to tell us particularly ; your paper is a very clear one ?—I should like to say this, looking at the marvellous success of the Post Office Savings Bank and the Postal Department, I have for years felt that the State, either in conjunction with the foregoing or by a department worked on similar lines should take over the question of thrift, combining in one the work of a friendly society, old-age pensions and insurance. I am familiar with all the various proposals for the provision of old-age pensions, both at home and abroad, and while in principle I am in favour of a general scheme, yet I believe their establishment would greatly discourage thrift, and disastrously weaken self-help amongst the lower working classes. Amongst the thrifty artisan classes I believe it would probably have the opposite effect. Rather I think the State would make it easy to get them. Every working man appears to recognise the necessity of belonging to a sick society, but, as at present existing, great reforms are necessary. Collecting societies on account of their waste and expense should be abolished. Dividend or slate clubs should be ended because of their unreliability. The cumulative societies have got out of touch with present day requirements, while the giving of old-age sick pay threatens to ruin them. They cannot reform, the vested interests are too strong. A great weakness in all these societies, too, is the feeling very largely prevailing amongst their members that it is quite legitimate to get as much as possible out of their societies. Would it not be possible for a Government scheme to be formulated to provide for sickness, old-age and death ? I have longed and dreamed for such a system, absorbing all existing societies. The premiums or payments could be divided into two parts, or three if insurance was included. First for the provision of sick pay ; second, for the provision of old-age pay ; third, the premium for insurance. Surrender values should be given in all the funds, in case of decease in Nos. 1 and 2, and in the event of discontinuance in No. 3. If the insurance was not included in the above the Post Office insurance tables should be framed so as to give surrender values. I believe it would be a boon and would absorb the present altogether unsatisfactory industrial insurance. Could some such Government scheme be established, it would solve the old-age pensions outcry, while the State provision for sickness and old age would save untold loss to the working classes, promote absolute confidence, and I feel convinced would prove as great a success as the present splendid work of the General Post Office. Of course there are difficulties, but not, I think, nearly so great as the establishment of the Penny Post, while the great advantages, certain to be realised, would be of untold benefit to the nation.
44797. Just working that idea out a little, would the State contribute ?—I think not.
44798. It would simply give its machinery ?—I think so.
44799. What would happen to existing benefit societies ?
—I think the sooner they ceased to exist the better. I am speaking of my own equally with the others.
44800. Independent of the actual work they do in the way of insurance, are not these benefit societies very useful in keeping together bodies of men ?—I think not. Those of us who know most of the working of these friendly societies, particularly dividing societies or slate clubs and industrial insurance companies, are thoroughly disgusted ; there is a very great waste extravagance and disappointment in the whole of them.
44801. The trade unions would remain the same ?
—Quite so.
44802. You would have proper societies or unions growing up, if they are not in existence, in connection with each branch of trade ?—Yes.
44803. The State would only give facilities for the encouragement of thrift ?—That has been my view for years.
44804. You do not insure against unemployment ?
—No.
44805. Would you have the State do that ?—No. I should rather provide employment.
44806. But that is not so easy ?—I think it is.
44807. Irregularity of employment, I think we are constantly told, is perhaps the most fertile source of pauperism ?—Yes, but I think the greatest cause of want of employment is drinking ; drinking and gambling are the primary causes of practically all the mischief.
44808. It takes a good many years to eradicate that ?
—That may be, I am quite aware of that.
44809. (*Sir Samuel Provis.*) When you said you thought that unemployment should not exist, because you would provide employment, do you mean that you think that the

Ideal Benefit Society.

Effect of old-age pensions on thrift.

Proposed abolition "dividing clubs" and "collecting societies."

Defects of existing friendly societies.

Scheme for State to take over work of friendly societies, old-age pensions, insurance, etc.

State to provide machinery, but not funds for old-age pensions, sick insurance, etc.

Proposed supersession of friendly societies by the State.

Defects of friendly societies.

Need of extension of trade unions.

Provision of employment by the State.

Causes of pauperism.

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moral tone of the people should be improved, but that there should be schemes of employment?—Both; I think temporary employment can and should be provided instead of paying money, say in the winter months or when there is temporary lack of employment; if philanthropy tended in that direction it would be better than giving money.

44810. Do you contemplate some State organisation whether by the Government or by the local authority?—I think the local authority should attend to that, but that is really outside my work.

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44811. With regard to old-age pensions, I did not quite gather whether you said you thought they would promote thrift or they would not?—I certainly think they would promote thrift, except with the lowest type of working man.

44812. Do you mind expanding that a little; on what ground do you think that?—I think if working men as a rule had 5s. a week to look forward to they would try to save to increase that amount. Five shillings a week is not enough to keep a man and his family; it is about what ought to be given for outdoor relief I think.

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44813. You would only give a pension in the case of a deserving working man?—That is so.

44814. Would you make thrift a condition of the giving of a pension?—That is a very difficult question to answer; personally I should.

44815. The difficulty is to determine what thrift is?—That is so.

44816. Therefore, according to your plan it would be the best of the working classes to whom you were giving old age pensions; do you think that would tend to promote thrift?—I think it would promote thrift, and it would immediately have its influence upon the worst class.

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44817. Do you think it would promote it if it was a universal pension?—Not probably in the lower poor classes, but I think taking them as a whole it would have a tendency to improve thrift.

44818. (Chairman.) That is taking both classes into account?—It is.

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44819. (Mr. Chandler.) In your condemnation of the friendly societies do you include the great national orders?—Yes.

44820. As well as the dividing societies?—Yes, but not as severely. The older societies have done an immense amount of good; I should not like to bracket them with the dividing societies; I would not do that for a moment. What I say of the older societies is that they possess great weaknesses; first, only about 25 per cent. of those who save the accumulations get any return; secondly, a man never improves his financial position; and thirdly, the giving of old age sick pay is very ruinous; the latter is the chief cause of the deficiencies in these societies.

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44821. The giving of old age sick pay?—Yes, the giving of old age pay in the guise of sick pay to members after sixty-five years of age.

44822. You say that is ruinous?—It is ruinous and causing their present deficiency.

44823. It is ruinous to the society?—Yes, I am speaking of the older societies.

44824. I notice at the time you established your society, some thirteen years ago, you had it actuarially examined and your scheme or basis turned out correct. Since that time I notice you have incorporated a number of features, for instance, your mutual bakery?—That is only an offshoot, the bakery has nothing to do with the friendly society, it owes its birth to the thrift inculcated by the Benefit Society, it is only an offshoot, but the others are a part of the friendly society.

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44825. There are the savings bank and advances on mortgages?—That is so, that belongs to the friendly society.

44826. They are all part and parcel of your society?—Yes.

44827. So with the exception of the mutual bakery, you have introduced a number of features?—Yes, I have also built up the bakery.

44828. Does that make any difference in the stability of your society?—None whatever; every new feature has added to it. *Mr. F. W. Daniels.*

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44829. Have you had any statutory valuation of it?—As a matter of fact the principle is this; you do not need Ideal Benefit actuarial examination, for this reason; owing to their Society. increased contributions after thirty years of age (of course there is an increased risk as you grow older), every member is paying for his benefits and for a value of surplus at all ages, the only unknown quantity is the Ideal Benefit size of that surplus. Thirteen years ago we were of Society. opinion that we could rely on 25s. a share.

44830. It would give greater confidence to the public if there was this valuation?—How can you have it? For this reason, I have £70 standing to my credit, but another man of my age might only have £20, so how can you have that valuation? My share, therefore, is controlled by my contributions and length of membership. I pay an increased contribution each year to provide for my increased risks.

44831. They are conditions which render a valuation almost impossible?—There is no need for a valuation simply because every member at every age is paying a contribution sufficient to pay for his benefit and to produce a uniform surplus at all ages.

44832. You made a remark about the marvellous success of the Post Office; do you mean in the way of profit on the Savings Bank Department?—I was simply thinking of the promotion of thrift amongst the working classes. For instance, in Birmingham we have very few mediums indeed for the promotion of thrift; I do not know a city with less. *Lack of encouragement of thrift amongst working classes.*

44833. (Dr. Downes.) If the management of such a society as yours passed to the State, would there not be a danger of some loss of initiative?—Yes; possibly there would be a lack of personal enthusiasm. Every one of our members is a missionary and an enthusiast, so that there might be that danger. *Effect of society as yours passed to the State, would there not be a danger of some loss of initiative?—Yes; possibly there would be a lack of personal enthusiasm. Every one of our members is a missionary and an enthusiast, so that there might be that danger.*

44834. For example, this off-shoot of your mutual bakery?—That is so, but the fact that each member would have every year a personal growing account creates enthusiasm.

44835. And you would balance the one against the other?—That is so.

44836. (Mr. Bentham.) I take it your desire is to encourage thrift in people by any proposal you have to make?—That is so; and it is solely that.

44837. You think that providing an old-age pension at a given age would encourage thrift, that is to say, it would encourage saving in order to add to it?—Certainly, but on one condition, namely, that if a man did not reach that age there should be a surrender value. There is not an incentive to save if it is merely to be got at sixty-five. For instance, if a man died at forty-five I think there should be a surrender value of his payments to his friends. You take away the incentive to save if the man feels that he may have no personal interest in it. *Effect of old-age pensions encourage saving in order to add to it?—Certainly, but on one condition, namely, that if a man did not reach that age there should be a surrender value. There is not an incentive to save if it is merely to be got at sixty-five. For instance, if a man died at forty-five I think there should be a surrender value of his payments to his friends. You take away the incentive to save if the man feels that he may have no personal interest in it.*

44838. That is, an old-age pension should be based upon a surrender value at an earlier age for the benefit of his family?—Yes.

44839. Supposing it was a State pension, there could be no such surrender value unless there were contributions? Yes; that is so, but I should prefer the State to encourage the saving of the money by the working classes.

44840. Are you thinking of a system of old-age pensions that would be got by contributions during life?—I think the State would be doing a great work if it encouraged this, or a similar organisation, if you like, to our own. I am not speaking about the giving of general old-age pensions; I am not touching on that at all for the moment.

44841. Then State old-age pensions is not under your ken at all?—I was not thinking of that then.

44842. My question was with regard to State pensions?—I do not think they will ever be popular, or in any way encourage thrift, or have a tendency to elevate the masses unless they have surrender values. That is my view.

44843. What would be the effect of State pensions without contributions on the habits of the people?—It would have very little effect, I think, except to the betterment

Mr. F. W. Daniels.

12 Mar. 1907.

Ideal Benefit Society.

Effect of old-age pensions on thrift, and need of surrender value for old-age pensions.

Question of non-contributory State pensions.

Effect of free medical relief on thrift.

Scheme for making Ideal Benefit Society national.

Extension of the Society.

Principles underlying the Society.

Proportion of members paying increased contributions by lump sum.

of the working classes. I think that it would stimulate an additional saving to add to the pension amongst the better part of the working classes; but the lower ones, I think, would go on quite indifferently.

44844. That is to say, a thrifty-minded person who is inclined to save for old age would not be influenced at all, would he, by the knowledge of the fact that he would get 5s. a week?—I think he would; 5s. *plus* something that he might save himself would be a considerable help.

44845. But there is really less interest for him to save if he is going to have a sure 5s.?—There is always this feeling of uncertainty that a man never knows what is going to turn up amongst the working men.

44846. Is not the feeling of uncertainty the reason why he saves?—That is the reason why it would stimulate him to save and add to his pension.

44847. If you remove the uncertainty to the extent of 5s., one would expect he would save less?—I do not quite follow you there. My experience leads me in the opposite direction.

44848. I understand you do not approve of State pensions without contributions?—I should not care to go so far as that. I am in favour of general pensions all the way round, but I do not advocate them keenly.

44849. What effect on thrift do you think State medical relief would have?—We do not believe in giving anything for nothing. A man does not value anything whatever that he does not pay for. That is my experience.

44850. Do you think that a free system of medical relief is pauperising?—I certainly do.

44851. Do you look upon it as equally pauperising whether given through a municipality or through a board of guardians?—Certainly.

44852. Or in any other way, if a man could possibly provide for it by his own energy?—Certainly.

44853. (*Miss Hill.*) You say your members are scattered in various places now, and that some of them have left Birmingham?—That is so.

44854. Do you accept members from other parts of the country?—Yes.

44855. What is your machinery for managing those?—I did not come here to advertise our society. We are just nationalising the society. We have remodelled our rules and had them passed by the Chief Registrar of Friendly Societies, and we are dividing the country up into twenty sections, appointing divisional secretaries in each. That was begun on the 1st January of this year. It is too early to say very much about it, but we are going to gradually organise the whole country.

44856. And you are doing all you can to bring it under the general regulations for benefit societies?—Yes, that is so.

44857. How many, do you think, of these 11,000 members owe their enrolment to the individual enthusiasm of those who started the thing—a good many, I suppose, necessarily?—Everyone, as a matter of fact. We have never paid a penny for the getting of a new member.

44858. Do you find it growing in other neighbourhoods?—Yes, wherever it is started. The difficulty is to devote the time to it. This has been my hobby. I am engaged in business, and I have two or three businesses in addition that I am answerable for. If I could devote my whole time to it, I think I could very soon spread it throughout the whole country.

44859. You seem to have thought out very carefully all the things which really would discourage working people from saving?—That is so.

44860. It seems to me, reading your statement, that you have met all the things which seem to come in the way of working people saving?—What I have endeavoured to do is to protect the working men on all points.

44861. You have worked on the principle of encouraging them, for instance, to pay this money down when young instead of leaving it, and so paying a smaller sum because they pay it soon?—That is so. I looked at my books before I came away this morning, and I find that in fifteen months 300 have paid up the whole of their increased contributions.

44862. I suppose, in reference to your building scheme, it is rather like a building society?—Frankly, if you get a lot of money, you are faced with the trouble of investing it to the best advantage. I maintain that the people whose money you are handling should have the full benefit of it. The fact that each person in our society has a personal account accumulating every year, enables us to lend to our members money to get their own homes on a great deal more liberal scale than an ordinary building society can. So that you see we introduced this scheme first of all as a medium for investing our own funds, and in the second place as a means of encouraging members in getting their own homes.

44863. What part does Mr. Kenrick play in the concern?—He is president and he knows as much about the society as I do. I keep him informed of every development and often seek his advice.

44864. He is interesting himself in everything connected with it, is he?—Certainly.

44865. Is that the Mr. Kenrick who lives at Edgbaston?—That is so. He is brother-in-law to Mr. Joseph Chamberlain.

44866. Have any separate societies started, or are all the people in the various places who have adopted it members of your society?—There are other societies who have the system of increased contributions but only ours with the other developments.

44867. So that those that are scattered about have not formed other societies?—No, not independent societies.

44868. Do you think the natural development would be the extension of this one society or the formation of others in various districts?—There is a difficulty in having small isolated districts. There is not the stability, for instance, that you may get otherwise in a large society covering a considerable area.

44869. And you do not get the average that you want?—That is so. There is a difficulty, of course, in starting them. You also cannot get public spirited men in sufficient numbers, I think, to start these societies. There is a good deal of self denial and a good deal of perseverance required to build them up.

44870. (*Mr. Booth.*) I gather that you do not undertake that any actual sum of money or benefit shall fall due at sixty-five; it merely is that there will be at that time an accumulation which will belong to the men?—That is so.

44871. And consequently actuarially, as you have said, there is nothing to settle?—That is so.

44872. Because the only thing that you absolutely undertake to do is to supply the sick benefit?—That is so.

44873. And the rest is the surplus, after having supplied the sick benefit?—That is so. Up to the present time there has been no difficulty whatever, and no trouble in realising the 25s.

44874. Up to now you have, as a matter of fact, met your obligations with regard to sickness at the estimated rate?—That is so.

44875. Do you think that your members have been exceptionally free from sickness?—Not more than others, but then we are extremely careful whom we admit into the society. We have a very careful medical examination.

44876-8. The rate appears to be a very low one?—Yes, but it must be remembered that after thirty, there is the continuous increased contribution every year, that is estimated to pay for the extra cost of the sick risk.

44879. That is the idea, that up to thirty you have the minimum risk of sickness, and that after thirty an extra contribution covers the additional risk?—Yes.

44880. The initial rate is, as a matter of fact, a very low rate, as I suppose you are aware?—I am quite aware of it. I have discussed the question in debate with the members of other friendly societies scores of times. As a matter of fact the rate is low for the simple reason that there is no inducement to the members of our society to malingering. That is a very great feature. It pays a member to keep off the funds as much as possible in view of the surplus which comes back to him at the end of the year.

Ideal Benefit Society. Working of scheme or purchase of dwellings.

Question of best method of extending society.

Detail of benefit of the society.

Careful medical examination of new members.

Low rate of subscription to the society and justification thereof.

Question of malingering.

Benefit Society. Question of malingering. 44881. That is, after all sickness is paid for, of course; it would not only be in the case of his own sickness, but it would also be to his interest to see that nobody else malingerers?—That is so.

44882. The man who did malingering would gain, of course, at the expense of his fellows?—It is questionable whether a man could malingering for many days without being reported.

44883. To some extent it is the case in all friendly societies that they look after each other, is it not?—I do not think so—not in the older ones so much as in ours, at any rate.

44884. As a matter of fact you have so far always found your 25s. ?—Yes.

44885. Have you ever found more?—Yes, it has gone up to 28s. but that was in the earlier years, and it is not fair to quote that.

44886. Has it often been less?—It has never been below 25s. I may say that this is not a new principle, the increased contributions. Sir Michael Hicks Beach was the Grand Master of a society in Stroud that was started thirty years ago, and up to the present moment they have realised every year 25s. I believe he was the first to draw a small pension from that society.

44887. But it would be almost unreasonable that it should never have been the other way; you might have a very sickly season or an epidemic that specially struck you?—That is the only value of spreading it over the country, and that is one reason why I am very anxious to spread it.

44888. If they have sometimes got 28s. nobody ought to object if they occasionally get 22s?—That is so. We do not guarantee anything at all as to what the surplus shall be, but they get all the surplus that is earned.

44889. In fact, to put it quite shortly, yours is a dividing club, which does not divide?—Yes, with this great distinction, that a man pays for his increased risk as he gets older, and the fact that he divides does not affect his future risks.

44890. The increased payment you consider does cover the risk?—Undoubtedly it does. Up to the last two or three years we had a larger proportion of old members than of young ones, I mean middle-aged men of between forty and fifty.

44891. Are your funds in the hands of trustees, or how do you secure that side of it from the risk of loss? You have enormous accumulated funds which are standing at the credit severally of the members?—That is so.

44892. Each member has accumulated so much money and these funds you invest, and you say you have been able to make 5 per cent. on them?—Yes.

44893. That is a great deal more than the insurance companies usually calculate for their accumulations. They do not count that they can, one time with another, safely reckon on so much as that and they base their valuations, as you know, on either 4 per cent. or 3½ per cent. or whatever it may be; you have invested your moneys well apparently, and they have, up to now, yielded 5 per cent. interest. What rules have you with regard to the class of investments you make so that you shall not lose money by bad investments?—Every investment is very carefully looked into and is valued by a valuer before an advance is made upon it, or else the buildings are put up by our own architect, or we know the value of the houses; that is to say, we do not lend money upon speculative properties. Insurance companies assume a very much lower rate of interest than they earn in order to obtain greater profits.

44894. Supposing you did, owing to any circumstance, make a loss, would you debit each account with its share of that loss?—No, we should debit it to the profit and loss account. In our balance sheet we have a profit and loss account showing on one side the interest arising from investments and so on, and on the other side if we made a loss we should have to debit that account with it that year.

44895. So it would simply affect a particular year?—That is so.

44896. And if you made a very heavy loss through some foolish investment instead of dividing 25s. you might divide 5s. ?—That is so. On the other hand there is no form of investment so safe as small property in the

hands of your own members, who have a personal stake in the property and a personal stake in the society. I cannot conceive of a safer investment.

44897. Is most of your money invested in that way?—Every 1d. is invested amongst our members.

44898. All of it, do you say?—Up to the present moment we have invested every 1d. amongst our members. We shall never go outside our members until they do not want it, and until we have got too much for them. That is the reason why we have taken over the Bordesley Green scheme in Birmingham, to provide for the building of 500 houses for our members. It is simply that we may put our surplus into it.

44899. Are you ready to lend money to any of your members for house building?—Yes.

44900. (Miss Hill.) Who owns the estate to begin with; who buys the estate?—The society buys the estate.

44901. Have you trustees?—Yes. There is every safeguard taken that nothing shall go wrong.

44902. (Mr. Booth.) And up to now you have been able to invest the money and there has always been a demand for it?—Yes. We have generally overdrawn at the bank at the end of the year about a couple of thousand pounds. I encourage that. It looks rather bad for a business man to say that, but at the beginning of a winter or before the winter comes, I generally over-invest so as not to have the money standing idle in the winter, and we have generally more than a couple of thousand pounds overdrawn at the bank at Christmas.

44903. Any time any man chooses to abandon the society and sacrifice his last two years' contributions, he can draw out the money to his credit?—Yes.

44904. (Mr. Bentham.) Is an ordinary mortgage deed drawn on each property?—Yes.

44905. At what rate of interest?—At 5 per cent. We advance 90 per cent. to our individual members on house property if they are living in it.

44906. Any person with a few pounds could get better terms than that, could he not?—Yes, if he can find a third of the money required; but there is all the difference in the world between 10 per cent. and 25 or 35 per cent. for a working man to find.

44907. (Miss Hill.) That would make a great deal of difference if he has only got the 10 per cent. to find?—If he goes to a building society he will have to find 25 to 35 per cent.; and that makes all the difference.

44908. (Mr. Bentham.) It depends on the value which the valuer of the particular society would put on the property. We have known cases where they have lent more than they paid for it?—Yes, but we should not be so foolish as that. Perhaps I did not quite gather what you said; I beg your pardon.

44909. We have known cases where even an ordinary society has lent more on a piece of property than the person has actually paid for it?—Then they are extremely foolish.

44910. It depends on the bargain to a certain extent, does it not?—This is what is done: A man wants a house; he comes and interviews me; I advise him what to do and then send him to the valuer in his own interest as much as the society's, and then we advance on the valuer's valuation, and he generally buys on the valuer's valuation.

44911. Is the valuer appointed by the society?—Yes.

44912. Does the man pay a fee?—Yes, a guinea.

44913. (Mr. Booth.) What is the managing body—a committee?—Yes, of twelve.

44914. (Mr. Gardiner.) Is it elected annually?—Four are elected annually, four retiring every year.

44915. Is that four out of twelve?—Yes.

44916. (Mr. Booth.) Is there any payment at all for the management?—None whatever.

44917. (Mr. Bentham.) My point is that the 25 per cent. is not a hard and fast rule, but it is a margin within which they would lend?—I think that is the usual figure.

44918. Possibly it might be the usual figure?—In Birmingham to-day the margin varies from 25 to 30 per cent.

44919. (Mr. Booth.) Is your society registered?—Yes; I have a copy of the rules here if you would care to have them. (See Appendix No. XIX. (B).)

Mr. F. W. Daniels.

12 Mar. 1907.

Ideal Benefit Society.

Scheme for purchase of dwellings.

Conditions for allowing members to realise their benefits at any time.

Details of house purchase scheme.

Government of the society.

Details of house purchase scheme.

Miss HELEN NEWILL, called; and Examined.

Miss H.
Newill.

12 Mar. 1907.

44920. (Chairman.) You have been good enough to prepare for us a statement which we can take as your evidence in chief?—Yes.

(The Witness handed in the following Statement.)

Unsuitability
of work-
house for
unmarried
mothers.

1. When I first became a guardian a matter that seemed to me to require immediate attention was that of the young unmarried mothers who are received into the wards of our workhouses.

2. I learnt that there are a class of women who return in some cases almost annually as many as eight, nine, or even ten times to give birth to an illegitimate child.

I also learnt that it was almost impossible to separate from such women the very young unmarried mothers who were admitted for the first time, and who in many cases are received some months before confinement, and who through illness of the baby and one cause or another are kept some months after.

I was persuaded after a short time that the workhouse was the wrong place for our young unmarried mothers.

Birmingham
Workhouse
Magdalene
charity,
its operations
and results.

3. The Birmingham Workhouse Magdalen Charity Committee has worked for some years in the maternity wards of the three local union infirmaries.

The object of the committee is to send a lady visitor into the wards with a view to rescue all the young girls after a first fall. The work has been carried on with the consent of the guardians and also with the hearty co-operation of the ladies of the board.

The girls are helped in many ways after they leave the workhouse, situations are found for them, foster-mothers for their children, if the mother is engaged in domestic service, clothes often are supplied, and in some cases it has been found expedient to pay the part cost of placing the child out to nurse.

Affiliation orders are always obtained when possible, but that is more or less a very disappointing feature of the work.

4. The result has been most encouraging, but the committee have felt that for some long time their work has been very sadly handicapped for the want of a home to which these young girls might be sent, instead of mixing for long periods of time—as many often have to do—with the degraded and vicious women who haunt our workhouses all over the country.

We believe that the list of these women which now appears to be so large would be wonderfully decreased in the future if we could only rescue all our young unmarried mothers and help them to regain their footing.

The moral atmosphere of a workhouse is such that no young girl should be introduced into it if we have any hope or wish to reclaim her.

Need of
special homes
for unmarried
mothers.

5. To meet this difficulty and do the good we would urge that a sufficient number of homes should be started by charitable agencies all over the country to which guardians should subscribe and after due consideration send suitable cases and maintain them in the home for the requisite period.

The cost should not exceed that of the maintenance in a workhouse; the rate-payer, therefore, would only be paying for the case to be maintained at some institution other than the workhouse.

6. In these homes special training should be given and individual interest taken in each young mother. She would be placed under good influence, taught from a religious basis how to maintain herself, and also how to take care of herself, taught to nurse and bring up her child, for we would not separate the mother and child at such a tender age—surely to do this is against all the laws of nature and largely tends to the increase of infant mortality.

The girls should be allowed to stay in such a home for just so long a time as it would take to train the individual sufficiently to make a fresh start in life.

7. After she leaves the home there should be a system of “after care,” so that in any trouble, such as loss of work or of health, the girl could receive, not only good

advice, but when necessary money help as well, which she would afterwards be expected to refund. Need of special homes for unmarried mothers.

This scheme is an outcome of experience. Rescue workers all over the country will agree as to the terrible difficulties and temptations which beset a woman when once she has fallen.

In many cases it is absolutely impossible for a girl to maintain herself and her child respectably. As a servant she will earn from £10 to £13 per year, and has to pay 4s. or 5s. a week to a foster-mother for her baby. As a factory hand 8s. to 10s. a week, and has no prospect of legitimately earning more unless some training can be given her.

8. The Birmingham Magdalen Charity is about to open such a home in the course of a few months. A copy of the scheme I beg to enclose with this. (See Appendix No. XX (A).)

44921. (Chairman.) I see you have been a guardian for some time at King's Norton and that you are President of the Workhouse Magdalen Charity?—Yes. Birmingham Magdalen charity, its operations and results.

44922. You have found that a class of women of an undesirable character were in the habit of constantly returning to the workhouse to have children, and that their presence was very unfortunate as regards the girls who were in trouble for the first time?—That is so.

44923. I understand that your committee has taken up this subject and worked with great success during the last three years?—Yes, we have.

44924. I gather you have a home to which the girls go afterwards, and that your object subsequently is to make provision for maintaining the child separately from the mother, and getting the mother herself out into service?—We have not a home at present, but we are starting a home now. Our object in starting the home is to keep the mother and the child together till the child is about six months old, and also to train the mother so as to give her a chance of earning an honest livelihood in the future.

44925. Have you been successful in that way?—We have been very successful so far as we have worked without a home, but we feel that the home will help us tremendously.

44926. Have you much difficulty in placing these girls after they have been in trouble?—It depends upon the girl. In many cases the girl has had no training whatever, and then it is most difficult to get her into a decent respectable home as a servant. We want to get her into our home for a certain time so that we may train her to be a good domestic servant.

44927. Do the people who take them know of their antecedents?—We generally tell them. I personally always make a point of telling them.

44928. I suppose there are a certain class of mistresses who will take these girls now that you have established a certain reputation there?—Yes.

44929. Do you find that any considerable proportion of these girls are feeble-minded?—We find a great many feeble-minded girls amongst them. Feeble-minded mothers and need of detention there.

44930. What do you do with them now?—We cannot do anything. We are really waiting for the Report of the Commission on the Feeble-minded. It is hopeless to tackle that subject just now.

44931. You hold the general view that for certain of these girls there ought to be a power of detention?—Certainly.

44932. Do you find a reluctance on the part of respectable women to go to the maternity ward on account of the people whom they may meet there?—Not amongst the older ones, I think, but I do not think I can speak as an authority about that. I do not think I have ever noticed it.

possibility of
girl main-
taining their
children on
their own
earnings.

44933. Can the girl as a rule maintain the child on the pay that she gets?—In some cases they can, but in very few cases. We have had cases of girls about fifteen, sixteen, seventeen and so on who have never been trained to do anything in the way of domestic service. As factory workers they have been earning in some cases not more than 5s. a week.

44934. In the case of the factory girls, do you generally separate them from their past work?—We always try to do so, because we think it is bad for them to go back.

44935. Because they have a knowledge of their past there?—We should never send a girl into a factory if we could help it.

question of
marriage of
unmarried
mothers.

44936. Do these girls ever marry afterwards?—Very rarely, and personally I do not think it is a good thing to do.

44937. Not even to the putative father?—No. I always discourage it myself, but I know some rescue workers do not. I do not think it answers.

need of
special
homes for
unmarried
mothers and
power of
guardians to
contribute.

44938. What you suggest is that the guardians should be empowered to contribute to a home which should be run under voluntary and charitable agencies?—Yes.

44939. Have the Birmingham Guardians agreed to do that?—Yes, all the three unions now have agreed to it. If the Local Government Board will give their consent—of course it is subject to that—they have each agreed to give us twenty-five guineas a year.

44940. I suppose that is a good deal due to the president of the charity?—I think it is due to the work that has been done by the charity.

44941. You have not yet got the consent of the Local Government Board, have you?—We have not tried yet and shall not do so until we have got the home.

44942. (*Sir Samuel Provis.*) The guardians do subscribe now, do they not?—They have subscribed seven guineas, but that is without the home.

44943. Of course you now want a larger subscription on account of the home?—Yes. We feel we shall do something towards reducing the rates if we can save these girls from coming back again. We have had cases where they have come back from five to ten times and the rates have had to keep the children. When one looks back to the history of these people one cannot help thinking that they have never had a chance, and that they were turned out to earn their own living without any means whatever of earning their livelihood decently and respectably.

44944. (*Chairman.*) In these cases where there are ten children, can you say whether most of those children are left on the rates now?—I am afraid a great many of them die. One woman now whom we have has had six children chargeable to the rates and there is no chance of her ever going out of the workhouse again until her children are grown up.

44945. Are the children all there?—In the particular case I am thinking of now, they are.

44946. According to the rules of your new home, young unmarried women about to become mothers may be received; would that be the case for more than the first time?—Yes. We are very anxious not to take only first cases, because among the cases that we have helped, according to experience, sometimes the second cases have done better than the first.

44947. Really?—Yes. So many times a girl thinks that after her first fault, she has learnt a lesson and she can keep on all right by herself; but after the second she is only too willing to come and be helped and to take your help. We really want to confine it to girls who have not had a chance after the first fall, or who do not seem to have had any visible chance of leading a respectable life.

44948. You have a certain rural area in your union, I think, have you not?—Yes.

44949. Do the girls who come to you come from the town, or are they distributed all over the unions?—They are distributed all over. This charity is working the three Birmingham workhouses, and every first case comes before us at present. We get as many as 130 first cases a year to deal with—that is first cases only.

44950. How many cases would you have of all kinds in the year?—I never had an opportunity of counting up, but it would be much more than double that, I should think.

44951. You have had great experience in this matter; Need of lady have you any suggestion other than that contained in your workhouse statement to make to us?—I do not think so. It is only inspectors on the question of rescue work that I have anything to say. I should very much like to see in workhouses some more lady inspectors amongst the women and the children; I think that would be a very great help.

44952. Have you classification carried far inside the workhouse in your union?—Yes, I think so.

44953. I suppose the girls before they are confined go to the workhouse and remain there?—They sometimes lack of go in four, five, or six months before, and that is the time classification when they get so much harm. in workhouses.

44954. Because they come in contact with these bad women?—Yes. They are kept apart as much as they possibly can be by some matrons who are wonderfully good, but they must work together, they must do washing together, and all that sort of thing, and much harm is done by contact with these other women then.

44955. (*Mr. Booth.*) In this special institution for these young women would there be any industry for them to pursue—anything that they can do?—We have thought that we must have something, but at present we are rather waiting to see how it works out. In many cases the girls are not fit to do very much hard work and they will be coming and going. Need of special homes for unmarried mothers.

44956. But they would be there a considerable length of time—four months?—There is all the work of the house to be done, and there may be sixteen children to look after. We want especially to lay great stress upon the training of the mothers in looking after their children so as to teach the mothers. We want the mothers really to be responsible for their babies, and we do not want one girl to look after all sixteen babies.

44957. The work of the house is done so as to make it a training?—We think that that would be enough, but if we find it is not enough then we shall try laundry work.

44958. Of course they would make all the baby clothes?—Yes, and their own outfits to start with when they go out.

44959. So that when they leave the home they will leave it with clothes?—Yes, so as to be able to start respectably.

44960. (*Dr. Downes.*) Who would act as midwife in your proposed home?—We should send our cases to the lying-in wards of the unions.

44961. Would you still send them there?—Yes.

44962. Although you do not approve very much of these girls going into those wards?—It will be only for three weeks or a month, and we do not think they will get much harm during that time. The reason is that the Midwives Act is so severe that the guardians would not get enough cases for the training of their nurses if we took our cases away.

44963. Do you approve of that severity of the Midwives Act as affecting the supply of midwives in the country?—It certainly would reduce the supply in that way.

44964. You think it would reduce the number?—Yes, very much.

44965. Are you able to classify at all in your maternity wards? Have you any way in which you can separate the girls?—No. Lack of classification in workhouses.

44966. (*Mr. Gardiner.*) As regards the girls who come to you for help, are most of them domestic servants or factory girls?—I should say there are quite as many domestic servants as factory girls?

44967. Not more?—No, I should think taking the unions together, from King's Norton we have more servants and from Birmingham we have more factory girls.

44968. Do you propose to teach these girls to do anything besides domestic service?—No, I think not.

Miss H.
Newell.

12 Mar. 1907.

- Miss H. Newill.* 44969. To earn their own livelihood, I mean?—No. Domestic service is what we think of mostly; it is the most guarded, and we can get them into places where they would be looked after.
- 12 Mar. 1907. 44970. You take great interest, do you not, in the nursery of your workhouse?—Yes.
- Need of more paid helpers in workhouse nurseries. 44971. Have you any notions to lay before the Commission about the supply of trained officials in nurseries?—They are a very great want in most of these places.
44972. You go about visiting a good deal, do you not?—Yes.
44973. And that has been the general impression left on your mind, that there are not enough paid helpers?—Yes. They are left to the paupers to look after them.
44974. I take it that has a bad effect both on the paupers and on the mothers?—Yes.

EIGHTY-SIXTH DAY.

Monday, 18th March, 1907.

AT THE FOREIGN OFFICE, DOWNING STREET, S.W.

PRESENT.

The Right Hon. Lord GEORGE HAMILTON, G.C.S.I., etc., etc., etc. (*Chairman*).

The Right Hon. CHARLES BOOTH, F.R.S.
Sir SAMUEL B. PROVIS, K.C.B.
Mr. F. H. BENTHAM.
Dr. A. H. DOWNES.
The Rev. T. GAGE GARDINER.
Mr. GEORGE LANSBURY.
Mr. C. S. LOCH.
Mr. J. PATTEN-MACDOUGALL, C.B.

Mr. T. HANCOCK NUNN.
The Rev. L. R. PHELPS.
Professor WILLIAM SMART.
The Rev. H. RUSSELL WAKEFIELD.
Mrs. BERNARD BOSANQUET.
Mrs. SIDNEY WEBB.
Miss OCTAVIA HILL.
Mr. FRANCIS CHANDLER.

Mr. R. H. A. G. DUFF (*Secretary*).
Mr. J. JEFFREY (*Assistant Secretary*).

Mr. CHARLES CASTELL COOKE, called; and Examined.

- Mr. C. C. Cooke.* 44975. (*Chairman.*) You have been a Poor Law guardian of the Aston Union for thirteen years?—I have.
- 18 Mar. 1907. 44976. You have prepared a statement which, if you will hand it in, we will treat as your evidence-in-chief?—Certainly.

(*The Witness handed in the following Statement.*)

1. I have been a Poor Law Guardian of the Aston Union for thirteen years. I was for three years Chairman of the Workhouse and Infirmary Management Committee; three years Vice-Chairman of the Board; two years Chairman of the Board, and I am at present Chairman of the Cottage Homes Committee. I was President of the West Midland Poor Law Conference in 1903. I am a member of the Joint Poor Law Committee for the Treatment of the Mentally Defective, and a member of the Birmingham Distress Committee.

I have been for thirty years an active trades unionist, and was President of the Birmingham Trades Council for three years. I was Secretary of the Trades Union Congress at its meetings in Birmingham in 1897, and am at the present time Treasurer to the Amalgamated Society of Gasworkers, Brickmakers, and General Labourers, one of the largest local trades societies in Birmingham.

I am Chief Secretary to the Loyal Caledonian Corks Friendly Society, which is one of the largest friendly societies in the Midlands. I have been identified with the friendly society movement for thirty-two years, and was the first President of the Birmingham Friendly Societies Council.

2. The Aston Union consists of nine parishes—one in the City of Birmingham, comprising one-third of the population of that city, with its varied conditions of employment; one in Aston Manor, with a population of 80,000, the conditions of which are similar to those of Birmingham; two suburban residential districts, the

population consisting of middle-class and better-to-do artisans; and five purely agricultural parishes.

3. We have cottage homes for the children, together with homes for "ins and outs" children, so as to keep them from the workhouse. We have joined with the other adjoining unions to provide a home or homes for the mentally defective and sane epileptics away from the workhouse.

4. We have classified the inmates and have given special privileges to the aged. We have cottage accommodation for aged married couples.

5. We have one medical officer outside the workhouse who devotes his whole time to the sick poor. This has been so successful that the principle would be extended as vacancies arise among the medical officers, who at present give only a part of their time to the work.

6. Indoor relief is confined chiefly to the aged and mentally deficient and unemployable. We do not get many able-bodied men, and when we do so we ought to be able to treat them other than in the workhouses. The aged—many of whom have no relations—if obliged to come into the workhouse, and are of known good character, should be accommodated on the cottage home or almshouse principle. They should have their provisions served out so that they could prepare their own food.

7. Young women with illegitimate children should be treated in institutions away from the workhouse. Men who are able, but will not work, should be sent into labour colonies where strict discipline and work would be enforced. Young men and women ought not to be in mixed workhouses. There should be separate workhouses for the sexes.

8. The sick poor ought not to have to enter the workhouse gates. They should be admitted direct to the infirmary, and the word "workhouse" infirmary should be abolished from all infirmaries.

Aston provision for children, epileptics, aged, etc.

Whole time district medical officer.

Classes receiving indoor relief.

Need of separate provision for unmarried mothers and labour colonies for able-bodied men.

Objection to admission to infirmaries through workhouse.

Mr. C. C.
Cooke.

18 Mar. 1907.

Inadequacy of out-relief at Aston and effect of increasing amount of relief.

Birmingham City Aid Society and question of value of cognate societies.

Question of adequacy of supply of voluntary workers and guardians.

The demands upon a guardian's time.

9. Outdoor relief to the deserving poor should be adequate, each case dealt with on its merits and not fixed by a scale. Where relatives can afford to assist, they should be compelled to do so, and the duties of children to their parents should not be lost sight of. Widows with children should have sufficient to enable them to give more time to the up-bringing and care of their children. Grandparents ought not to be liable for the maintenance of their grandchildren unless in specially good circumstances. Men with good characters who have families ought to be assisted with outdoor relief not to exceed a given period, if temporarily out of employment, provided they are householders.

10. The classes of persons applying for relief are chiefly the aged and widows with families. The number of lunatics in the union is increasing.

11. The main causes of pauperism are loss of the bread winner, mental and bodily deficiency, old age, middle age, thriftlessness, change of methods of production, competition and the exodus of the people from the country into the towns.

12. All classes of persons seek election as guardians. We have persons retired from business, business men, working men and ladies. It becomes increasingly difficult to find candidates for the work, who will give the necessary time. This being so, I am in favour of Poor Law work being undertaken by county and borough councils, as there seems no difficulty in finding people willing for election as councillors.

13. Out-relief in this union is administered on understood scales by separate relief committees. We have revision committees who sit weekly to revise the indoor poor. We make special provision in the separation and diet of consumptives, and are considering how best to isolate them and keep them in the open air. The curable we send to seaside sanatoria for treatment, We send blind children to the blind asylum; deaf and dumb to institutions for their treatment and training; improvable mentally-defective children to training homes for that purpose, and fallen girls to Magdalene and other special homes.

14. So few people who are connected with friendly societies come under the purview of the Poor Laws that, as a body, I believe they are not much interested. But they were highly satisfied with the Outdoor Relief Friendly Society Bill, although my experience proves to me that many who could, through the operation of that measure receive out-door relief in addition to their sick pay—which in many cases is permanent—refuse to apply because contact with the guardians means pauperism, and that, in consequence of the teachings of self-reliance which friendly societies inculcate in its members, is repugnant to them. Rather than have to apply to the guardians for assistance the legislature should provide a weekly pension to all those who are members of a trade or friendly society, or have made some provision for themselves in old age, and such pension should be paid through the Post Office.

44977. (Chairman.) I see that you have not only been a Poor Law guardian for a good many years, and taken an active part in the administration of the Poor Law, but you have also occupied important posts in various trade, industrial, and friendly organisations?—That is so.

44978. A great many of the suggestions you make in connection with the Poor Law endorse what has already been expressed by previous witnesses, therefore I will take you first through those points which I think are specially important, and then I will deal with questions outside the Poor Law. As regards women with illegitimate children, do you want further powers of detention over those who are feeble-minded?—Yes.

44979. I see you express a strong opinion about the infirmaries, would you wish to dissociate medical relief from the Poor Law?—Not necessarily. I am suggesting that if persons have to go to the infirmary they should go direct to the infirmary rather than to the workhouse; do you mean rather temporary medical relief?

44980. It has been suggested to us that all medical relief should be dissociated from the Poor Law?—I agree with that.

44981. Do you think that the fact that medical relief, either outdoor or in the infirmary, is associated with the Poor Law is a deterrent which prevents people applying for it?—I think so.

44982. That is your experience?—Yes.

44983. Do you find that view generally held?—Yes.

44984. Should you say that it did tend to prevent any considerable number of persons from applying for medical relief when they ought to?—Yes.

44985. As regards outdoor relief, you would like, I understand, each case to be thoroughly investigated and where relief is given to be adequate?—Yes.

44986. Should you say the present scale in Aston is adequate?—No, it is not adequate.

44987. Do you think that if the scale was increased, and it was associated with thorough investigation there would be more applicants?—I do not think so. I think it would do away with people having to engage in sweating industries to supplement what is already granted.

44988. The fact that a higher weekly allowance would be made, if it was associated with thorough investigation, would not, you think, increase the number of applicants?—Not at all.

44989. Have you any ideas as to whether there should be associated with the Poor Law some organisation of a charitable character, which would deal with cases that are drifting to the Poor Law, and try to put them on their legs?—We have such an organisation as that in Birmingham known as the City Aid Society.

44990. That has not come much into operation yet has it?—No, not yet.

44991. Do you think it would be possible to put that work upon the guardians, or do you think it could be done by a separate organisation?—I think it is better kept separate if they can induce a sufficient number of people to engage in the work, which is very important.

44992. And they require funds too?—Yes; I was connected with the City Aid Society when it was carrying on its operations under another name; I was chairman of one of its committees for five years. We found a difficulty in getting people to give the time to the work and we had a greater difficulty in finding the money.

44993. Have those difficulties been got over at all?—The city has taken the matter up with more enthusiasm just recently, and we hope that those difficulties will be removed.

44994. Going on from that, one naturally comes to the persons who serve as guardians. You say you think it is becoming increasingly difficult to find people who will undertake this work?—Yes.

44995. Your experience, I suppose, is that it is a considerable tax upon your time to do the work properly?—Yes.

44996. What amount of your time a week do you think it takes?—The members of our board have to give one entire day a week if they are not engaged in work outside; it means for myself at least two days a week because I am a member of the joint Poor Law committee for dealing with the feeble-minded and also the distress committee.

44997. The distress committee is, of course, to a certain extent outside the actual work of the Poor Law?—The committee is composed of representatives of the guardians, and I am one of the representatives.

44998. You have not been on any out-relief committee?—Yes, I have.

44999. That takes a considerable time if the work is properly done?—The out-relief work takes one half-day a week.

45000. It is rather difficult to get persons in an industrial community who have got the time to give?—Yes.

45001. You think that difficulty increases?—I think so.

45002. Coming to questions outside the Poor Law, in your last paragraph you say you think that the teaching effect of the friendly societies has been good, it has taught people to rely upon themselves and made them reluctant to apply for Poor Relief?—Yes.

45003. Have you ever thought over the question of old age pensions?—Yes.

Difficulty of obtaining suitable guardians.

Educational effect of friendly societies.

- Mr. C. C. Cooke.*
18 Mar. 1907.
Scheme for old-age pensions to members of friendly societies, etc.
45004. What is your view about them?—My view of the matter is that if a start is to be made of old-age pensions, persons who have already attempted to make provision for themselves in either a trade or friendly society are the persons who should first be considered.
45005. You would make it in some way a contributory scheme?—No.
45006. You would give the preference to them?—I should not say a person who has contributed through his society for an old-age pension, I say any person who has been a member of a trade or friendly society shows by that that there has been an earnest endeavour to do something to meet the difficulties which overtake most people.
45007. You would give them the preference?—Yes.
- Attitude of friendly societies to old-age pensions.
45008. What is the general view of the friendly societies? We were told that in the first instance they were hostile to the idea of old-age national pensions, but then it has been alleged by other witnesses that there has been a considerable change in their attitude of recent years?—I think that is so. I think when the question was first mooted the opinion of the leaders of the friendly society movement was that it would destroy the habits of thrift amongst the people if they knew they were going to be provided for in their old age; they would not be making provision prior to reaching old age, but I think that is an opinion which has evaporated. In 1901 and 1902 we had a conference here in London of representatives of the friendly societies; Mr. Medhurst was chairman of the movement and we represented 4,000,000 of the 8,000,000 friendly society members in the kingdom. The decision we arrived at was to agitate for old-age pensions for all aged members of trade or friendly societies.
45009. That is some years ago?—1902.
45010. Does the resolution you arrived at then still hold good?—I think it is stronger.
- Friendly society permanent old-age sick pay.
45011. It was suggested by some witnesses that the sick pay to old people is a very heavy tax on the friendly societies?—Yes.
45012. That is so, is it not?—That is so. I have been a member of the Manchester Unity of Oddfellows for more than thirty years, and we have members in our Lodge that have been on reduced sick pay for eighteen years; one has been on for eighteen years and one for fifteen years.
45013. What age would they be?—We have had them come on for permanent sick pay at fifty-six years of age; one member particularly I have in mind, a striker, who has to cease work earlier than most people.
45014. The temporary sick pay drifts almost into a permanent pension?—That is so.
45015. Is that the tendency rather of certain classes of help to oldish persons connected with friendly societies?—I think that is so, although the rules say there must be specific sickness the members are rather chary of putting that rule into strict operation.
- Attitude of friendly societies to old-age pensions.
45016. As the man gets older?—Yes, and so it becomes an old-age pension.
45017. I suppose that rather influenced the friendly societies in the decision they came to?—Yes, it had a lot to do with it.
45018. The idea is, I suppose, that they would keep people going up to a certain time and then the old-age pension would come in?—Yes.
- Effect of universal scheme of old-age pensions on friendly societies.
45019. Do you think old-age pensions on a big scale would interfere with the development of the friendly societies?—If it became general, if everyone was to receive a pension I should think yes, but if it was a reward for a man having been thrifty, I should say, no.
45020. Anything that would seriously damage and undermine the friendly societies in their movement would, I assume, in your judgment be a very considerable misfortune?—A great misfortune.
- Moral value of friendly societies.
45021. I should imagine from your statement you attach as much importance to the moral effect of the societies as to the material benefit?—Yes.
45022. Therefore, assuming there was any idea of old-age pensions, you would make it rather a fundamental principle that they should not interfere with or undermine the friendly and independent self-supporting institutions?—Yes.
45023. (*Mr. Booth.*) With regard to your Paragraph 9, Relief said you say that adequate relief accompanied by full inquiries would prevent the effect of out-relief being a supplementation of wages. Would it be possible that any inquiry should be so thorough as to entirely prevent the earning of money?—I do not know that we should prevent the earning of money; if a person can do a little I think he should be encouraged to do it, but not to be engaging in work of a sweating character. I think that a strict investigation probably would make the guardians more chary in continuing relief in a case of that description.
45024. It would tend to prevent consequent low wages being taken?—Yes.
45025. With regard to maintaining the scale of relief Objectives equally the same everywhere, how would you attempt to secure that?—I do not believe in that; I do not believe in relief a scale.
45026. Supposing you have no scale, how will you arrive at equal administration, or even with a scale?—Without a scale it would depend entirely on the facts of the case as it presented itself to the committee; it is so rarely that two cases, or the circumstances of two cases are alike.
45027. Does not that result in very different methods of administration even in the same union by different committees, and still more in different unions?—It may do; Poor Law in different unions it does in the way that it is under different guardians, but if it was understood that each committee would deal with each case on its merits and deal with it accordingly, I do not see why there should be any difficulty at all.
45028. Surely the view that is taken of a case on its merits will vary?—It might to a small extent.
45029. Would you advocate having rules and regulations of some kind to guide the administration?—I would go so far as saying that the amount granted should not exceed so much.
45030. Do you think practical uniformity can be secured on general principles?—With sensible people I should think yes; if a committee were composed of business people rather than of faddists.
45031. As a matter of fact the administration does vary very much between union and union?—Yes.
45032. And also in some unions between committee and committee?—I do not know whether there is very much in that; there may be between union and union, but I do not know why there should be much between committee and committee.
45033. You would think it desirable that the administration should be uniform all over the country?—The circumstances of localities make alterations, and I do not see how it is possible to fit in all things to make the administration equal.
45034. (*Chairman.*) That is to say you could not apply a money test?—No.
45035. Because the value of labour and the value of money vary?—That is so. Take our own union, for instance, we have five purely agricultural districts, and it is not fair to deal with the people that are living in agricultural districts in the same manner that you would deal with people who are living in a town and have always been used to town life.
45036. (*Mr. Russell Wakefield.*) You could not apply the money test, but you could apply an adequacy test?—Yes.
45037. (*Mr. Gardiner.*) The real difference is the difference in rent, is it not?—Rent and living.
45038. Does the cost of living vary very much in different parts of your union?—Yes, I should think so; people would have to pay more for living in the town than they would in the country, I should think.
45039. (*Mrs. Bosanquet.*) Food is cheaper in the towns?—I have spent holidays in the country and have not found it so.
45040. (*Mr. Booth.*) You mentioned one of the reasons why it is difficult to find candidates for the post of guardian; that the work is so inferior and it takes so much time to do it?—Yes.
- Difficulty obtaining candidate for post of guardian and cause

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45041. In addition to that is it felt that there is, compared to the county council work, a lack of dignity or interest in the work?—No doubt; you never hear anything about Poor Law guardians except when they are being pulled to pieces by the Press through something that they ought to have done.

45042. If the area of administration was enlarged, would that be likely to add to the dignity of the position?—I do not think so. In our union we have more than one-third of the population of the City of Birmingham, and we have two boroughs besides, one of which is a very aristocratic borough, the borough of Sutton Coldfield, and we have a very fashionable residential district in the parish of Erdington, so we have quite a variety of interests.

45043. Those who are elected simply to do that work would be more likely to take an interest in it and do it well than those who are elected perhaps for other purposes?—With those that do the work there is no doubt it is well done, but there is such a few that do do the work.

45044. You would rather take your chance of that than have those who are elected for the county council?—And borough councils; of course they are a larger body.

45045. In Paragraph 14 you say that you would favour old-age pensions beginning with those who have shown thrift, but would you end with those who have shown thrift?—No, I do not know that I should, but as everything is always done by instalments in this country, I should like to see the first instalment in this direction.

45046. The Conference which Mr. Medhurst presided over, was a Conference representing a very large body of friendly societies; was their resolution advocating pensions confined to the members of friendly societies?—Their scheme, which was ultimately embodied in a Bill, did go in that direction; I was a member of the Executive Committee myself, and it was considered simply the commencement of the movement; it was not by any means looked upon as being the beginning and ending of old-age pensions.

45047. In the four years that have passed, has the tendency been in the direction of widening and to make it a general scheme rather than a general friendly society scheme?—I do not think so; I think we realise that it is easier to get between £3,000,000 and £4,000,000 of public money than it is to get £26,000,000.

45048. There was a fear on the part of the friendly societies lest the giving them a privilege of that sort would involve them in interference on the part of the Government with regard to the control of their funds, was there not?—I think that was only an official idea on the part of some of the larger societies, and I do not believe that it applied to the rank and file of the members of these societies.

45049. If the members of the friendly societies had a privilege there would come a question of what friendly societies were to be recognised as good enough to justify that privilege, would there not?—I do not know; if a man has paid into a society he has shown an earnest that he is desirous of doing something towards making some provision. A man that is getting 18s. a week cannot afford to pay the amount that a man getting £2 a week, for instance, can.

45050. But that the society in which he is should be solvent is necessary, is it not, to justify giving it this privilege?—I do not see why. So many things come about in a society to prevent it getting solvent unless it starts at the commencement with very high tables of contributions.

45051. Would not the granting of pensions to members of certain friendly societies be in effect a subsidising of those friendly societies?—I do not like to look at it in that light myself; I rather want to look at it in the light of being a reward to those members who have made an effort to do something for themselves.

45052. In that case would it not be necessary not to limit it to friendly societies, but to recognise any form of thrift?—Yes.

45053. So that you would not wish to limit it to the form of thrift that is represented by friendly societies?—No, a person who has saved a few pounds in the Post Office Savings Bank I look upon as a person who has made some effort.

45054. You would regard effort?—Yes.

45055. (*Mr. Russell Wakefield.*) I gather the effect of your proposal would be that there would still be an immense residuum left of those who have been thrifty and who would have nothing whatever to fall back upon; what would you do with those?—We should have to wait until the country could do something for them.

45056. Then I may take it that your objection to the country doing something is a financial one?—Yes.

45057. Not in principle?—Not in principle.

45058. You do not object to a general old-age pension on principle, but simply because of the difficulty of finding the money?—That is it.

45059. You realise on the other hand there would be a good deal of money saved to the country if we had a system of old-age pensions?—I am doubtful about that, if you mean as far as Poor Law expenditure is concerned.

45060. That is what I was thinking about?—I do not think so, there are so few people, my own experiences teaches me, that come under the purview of the Poor Law that could be maintained outside with a pension. In our own union the great majority of the people that we have got are people of a class that if you were to say to them to-day, "You can go out and take your pension of 5s. a week," I do not think we should lose many.

45061. You mean they would prefer an institution?—Many of them are old, they want so much care and attention that they would not be able to get the care and attention necessary outside the workhouse for 5s. a week.

45062. But they would be considerably less expense inside if they had the 5s.; on your basis they would be 5s. less expense?—You are not proposing to give it to the people that are inside the workhouse?

45063. No, but taking your point of view, you say the people would not get this 5s. and be inside as well, so the 5s. is saved somewhere?—There would be those many less people to provide the pensions for, if that is what you are drifting at.

45064. You object to a contributory system?—Yes.

45065. And yet there is something approaching it, if you say that the person who has been thrifty and has in effect been contributing towards something of the kind, is the person who is to receive; where is the objection in principle to a contributory system?—There is no objection in principle, in principle I think it is the proper thing, but I do not think you can ever put it into operation. You have to take that, and on the other hand there are many people who are not in a position to afford to contribute to a pension scheme.

45066. That might be dealt with if the wage was a better regulated one?—Yes.

45067. I am interested in your Paragraph 9, where you say widows with children should have sufficient to enable them to give more time to the up-bringing and care of their children. Does that mean you would not, as a rule, remove children from the parent, but would rather give sufficient to enable the parent to bring the child up in ordinary circumstances?—Yes.

45068. I may take it on the whole you do not like institutions for the young if they can be avoided?—We have cottage homes in connection with our union, and we do a lot of boarding-out. Personally I prefer the boarding-out to the cottage homes as being less of an institution.

45069. You think on the whole if it could be arranged that remaining at home with the mother is the best system of all and giving the mother enough to enable her to bring the children up?—Yes, when the mother is an industrious, sober person, of course.

45070. Do you suffer very much from sweated industries in the Aston district?—Yes, I think so, there is that I suppose in all large centres of industry—home work.

45071. Do you consider that sweated industries are the great feeders of pauperism?—I think so.

45072. (*Mr. Bentham.*) You refer in Paragraph 5 to a medical officer who gives his whole time to the work, and you say that it has been successful; in what way

*Mr. C. C.
Cooke.*

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proposal to
transfer
guardians'
work to
county and
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councils.

attitude of
friendly
societies
old-age
pensions.

Objections
to contributory
scheme of old
age pensions.

Relief of
widows with
children.

home for
old-age
pensions to
be thrifty.

Sweated
industries as
a cause of
pauperism.

- Mr. C. C. Cooke.* do you mean successful?—That the poor have been better looked after.
- 18 Mar. 1907 45073. Have more orders been given for medical relief since this system was adopted?—No.
- Success of whole time district medical officers. 45074. Are the applications for medical relief still made to the relieving officer?—Yes.
45075. Would the whole time officer attend to them in case they went without an order?—If it is an urgent and pressing case the present officer would, but the half-time officer I do not think would. We say the first consideration to a parish medical officer is to attend to the sick and not to shirk going.
45076. Does the whole-time officer go more readily to the poor without an order from the relieving officer than the other medical officers who are paid a salary and are at the same time in general practice?—The man who devotes all his time would be more ready to go than the man who did not devote all his time; the man who devotes all his time would not stand on the rules that he must get an order from the relieving officer.
- Proposal to transfer medical relief to sanitary authority. 45077. In that way more people are treated than would be treated under the old system?—I think so.
45078. With regard to the transference of all sick cases to another authority, what authority had you in mind?—The local authority; the county and borough councils, the sanitary authority if you like or the health authority.
45079. Would you transfer both the outdoor medical relief and also your infirmaries?—Yes.
- Question of payment by patient for medical relief according to ability. 45080. Would you insist on any repayment in any way?—I should think that in any case where repayment could be made repayment should be insisted on.
45081. Does not that involve a certain amount of inquiry into the circumstances of the people?—Yes.
45082. Is that not what people object to to-day; is that not the principal deterrent against applying for medical relief?—It may have something to do with it.
- Need of greater facilities for medical relief and question of payment for it according to ability. 45083. It is the deterrent you want to get rid of, is it not?—I do not know whether it is the deterrent, but what I have in my mind's eye is that I would make it more easy for the people to get medical attendance.
45084. Would you not be driven to the extent of giving it free absolutely if you want it to be more easily accepted?—In the majority of cases I should say, yes.
45085. The minority you would have to select somehow, and you could not get the minority without going through the whole, could you?—That would depend upon how it struck the authority that had the matter in hand when an application was made, I should think.
45086. That means really going into the circumstances of every person unless you give it absolutely free?—Yes.
- Proposal to transfer Poor Law to sanitary authority and its consequences. 45087. Have you found out whether it would clash at all with the duties of guardians when applications are made for relief if the medical part of it was transferred to another authority?—I am advocating in connection with this that all the Poor Law business should be transferred to another authority.
45088. This is to be managed by another authority?—Yes.
45089. That is rather different, is it not, transferring the whole of the Poor Law duties to another body which would be managed by a committee of another body, to transferring the sick part only as a question of public health?—I am looking at the sick cases somewhat as an instalment, that unless the whole of it could be transferred I should prefer to see this done first.
45090. What is your idea of transferring it all to another authority?—Because of the difficulty of finding people to give attention to the work, and in addition to that I think that the Poor Law has had its day; it has got so repugnant to the British people that it wants doing under another name.
45091. You want to make all kinds of relief easier to be got?—No, not easier.
45092. If you take away the deterrent aspect of it, would it not make it easier, would not more people apply for it?—I should not propose to take away the deterrent aspect of the whole of it.
45093. What would be deterrent?—I would make it less difficult for people who want medical treatment for sickness than it is at present.
45094. And so far as the aged and infirm are concerned, would you make it easier for those too?—Yes, I know it is very easy to admit people to some workhouse infirmaries, but some maintain the old regime.
45095. Would you like outdoor relief generally to be easier all round?—No, not easier.
45096. On the question of adequate relief, there is Question of nothing to prevent adequate relief being given now, is adequacy there?—If you can convert your colleagues as to what relief adequate relief is, no.
45097. Then it really resolves itself into a question of opinion as to what amount of relief will meet a case?—I suppose so.
45098. Is that opinion a matter of debate in each case? Scales of —If boards, as the majority of boards, I understand, have relief and done, adopt the scale and they do not go beyond the their effect scale there is an end of the matter.
45099. There is the amount which might be less than the scale which is a matter for consideration, is it not?—In our union the disposition is to give under the scale rather than up to the scale.
45100. From what you say, it is administered on an understood scale?—Yes.
45101. That is to say, there is a scale in the minds of the guardians?—Yes.
45102. They do not exceed it, because they feel that their colleagues would grumble if they did?—Yes.
45103. Would not an advanced scale, a scale above that understood scale, get you out of your difficulty?—Yes.
45104. Then what is your objection to a scale?— Objections To a certain extent my objection to a scale is that there are so very few cases that are similar.
45105. Take widows with children where there are no earnings, they are pretty much the same, are they not?—No, widows with children sometimes have relatives that can afford to assist them, but some have not.
45106. You can generally ascertain what assistance is being given in that way?—Yes.
45107. And take that from the amount of the allowance?—Yes.
45108. And yet ensure that in each case the widow should have sufficient for herself and her children either from the Poor Law or some other source?—Yes.
45109. I take it you do not understand the scale to mean that when a scale is fixed you shall give that amount irrespective of what might be going into the house as a regular thing?—That is the system under which many of these scales are administered, I understand.
45110. That was your objection to a scale, was it?—Yes.
45111. You would not object to making certain in each case that there is a sufficient income to maintain the widow and the children either from the Poor Law or some other source?—Unless the widow could do work that would not take her too much away from the children, I think that should be in view; that is the point I have in my mind.
45112. The amount of relief given in Aston is recognised as being rather low, is it not?—Yes.
45113. What other reason is there besides what you have already mentioned?—I suppose it has always been low.
45114. Has the amount given in the other unions of Birmingham anything to do with it?—The other unions in Birmingham give more; their scale is higher than in the Aston Union, I believe.
45115. One does not affect the other, in your opinion?—No.
45116. (*Professor Smart.*) In paragraph 11 you give among the main causes of pauperism middle age. What exactly do you mean by that?—I should take a middle-aged person at something between forty and fifty.
45117. Why do you give that as one of the causes of pauperism?—I find in my work on the distress committee many people come along and say they cannot

Low scale of relief in Aston and causes.

Effect of contiguous unions on another's scales of relief.

Increasing difficulty in employment of middle-aged.

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get employment because they are turned forty years of age.

45118. Is that the case in all trades, or certain special trades?—I think that generally prevails in factory life now, that younger and more active people are the people that are sought after.

45119. You put that as low as between forty and fifty?—Yes.

45120. You mentioned a striker a little time ago; you seemed to hint that that was a very exhausting occupation?—Yes.

45121. At what age would a striker become unfit for ordinary work?—If I remember rightly, I think the smiths and strikers are entitled to their superannuation at fifty-five years of age in their trade society.

45122. (*Miss Hill.*) Strikers earn pretty high wages, do they not?—From 26s. to perhaps 34s. a week.

45123. Not more than that?—I do not think so. I think Mr. Ayles could probably tell you more definitely.

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45124. You talk about the young women with illegitimate children being treated in institutions away from the workhouse; have you been able to arrange for that to be done as a rule, have you institutions enough to take them?—We have not, we are just starting a movement among the Birmingham unions now for dealing with these young mothers away from the workhouse.

45125. But still under the Poor Law?—That would be under the control of the joint committee.

45126. Not a charitable institution?—The one that is about to be set up in Birmingham is intended to be partly maintained by the guardians and partly by public subscriptions.

45127. Is it thought it will be easy to get public subscriptions if it is partly supported by the guardians; does the responsibility rest with the guardians or with the charitable committee?—I think the institutions will primarily be run by public subscriptions, and the cases that are sent will have to pay so much per week while they are there.

45128. You think that will be a very marked advantage?—I do.

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45129. With regard to old-age pensions, you would much rather look forward, if it were financially possible, to a general scheme of old-age pensions?—Yes.

45130. Yet I think I understood you to say that you thought if it were general it would distinctly discourage the membership of friendly societies?—I said that was the general impression among the leaders of some of the large societies some years ago and Mr. Booth asked me if that was not my opinion.

45131. That is not your opinion?—No, it is not.

45132. You think men would as readily make sacrifices to join friendly societies if they had an old-age pension to look forward to?—I do not see why they should not, because a friendly society payment provides for benefits other than for old age.

45133. You differ from them in thinking it would be discouraging?—Yes.

Classification
in work-
houses.

45134. (*Mr. Phelps.*) I see with regard to persons coming into workhouses you would wish to have a system of classification?—Yes.

45135. Based on character?—As strongly as it is possible to get; it is not of the strongest.

45136. You say people who are known to be of good character, and with regard to out-door relief you restrict it to the deserving poor?—Yes.

45137. Have you sat often on a relief committee?—Yes, for thirteen years.

Capacity of
guardians as
judges of
merit.

45138. Do you find they are good judges of desert?—The guardians themselves?

45139. Yes?—Some have more judgment in the matter than others; as a matter of fact the guardians have to be influenced to a great extent by the reports that their officers bring them.

45140. Do you find that speaking generally one class of society is a good judge of the deserts of another?—I think that is a question I can hardly answer.

45141. Do you think that the poor classes, the working classes in particular, resent very much enquiries of that sort?—Yes, there is no doubt.

45142. Do you think they criticise the judgment passed on them a good deal?—Yes.

45143. Have you any proposal to improve that?—I have not.

45144. Do you think on the whole it would be better if desert was abolished as a test?—No, I do not think so, not for out-relief.

45145. Do you think if boards of guardians contained more Labour members they would be better judges?—No, Working-men more Labour members they would be better judges?—No, guardians and their value.

45146. Why not?—Because I do not think they have all the judgment of the country.

45147. You do not think with regard to their fellow labourers that they would perhaps know more of their opportunities and so forth than people in a different class?—Yes, they may know more, but their judgment may not be as good even if they know more.

45148. Have you sat on a committee with Labour members?—Yes.

45149. Do you find their judgment more or less severe than that of the people of the tradesmen class?—No.

45150. Do you find it more or less severe?—No.

45151. Do you find it the same?—I do not find much difference. I was returned the first time to the Board of Guardians as a Labour member.

45152. And you found on the whole that your judgment coincided pretty well with the other members?—There would not be much difference of opinion as a rule on a good case.

45153. Do you find that the opinion of your officers is generally taken and acted on?—Sometimes, perhaps I should say generally, yes. Attitude of relief committees to relieving officers.

45154. Do you think that confidence in them is stronger or weaker than it was before 1895, we will say?—I do not know that it is any weaker, and I do not know that it is any stronger. I should think it remains much about the same.

45155. (*Mr. Gardiner.*) You told the Chairman just now you wished to have power to detain feeble-minded girls?—Yes. Need of power to detain feeble-minded

45156. You also want to have power to detain feeble-minded men, do you not?—Yes, I thought I said so.

45157. In regard to the treatment of widows and their children, have you ever thought of the principle of day industrial schools applied to widows' children?—Yes. Applicability of day industrial school system to relief of children of widows.

45158. That the children should be fed there as well?—Yes, but we have not such an institution in Birmingham now.

45159. Do you think that would be a good plan?—I think there is a good deal can be said in its favour.

45160. Or would you favour having the power of giving adequate if not liberal out-relief to widows with children?—I think the two systems might well work together.

45161. To prevent the widow going out to work?—In some cases the widow may do better by going out to work, and with a good day training school the children should be thoroughly well looked after.

45162. Wherever it was possible you would withdraw the widow from the labour market in a sweated industry place like Birmingham?—Yes.

45163. Have you ever thought of the advisability of enlarging the area of the Poor Law administration area make Birmingham and making the city the unit of administration?—If my suggestion came along it would be the city area, because I am suggesting the whole of the area in Birmingham should be dealt with by the city council. Proposal to enlarge the area of the Poor Law administration.

45164. You preferred that to having an enlarged area with much more classification amongst the institutions?—I think so, we have a very large area within the city of Birmingham, which has a population of 600,000 or thereabouts.

45165. Have you much to do with your schools at Erdington?—Yes, I am Chairman of the Cottage Home Committee.

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- Mr. C. C. Cooke.* 45166. Do you think your guardians make as much use as they should of the adoption of children of unworthy parents?—We do adopt a good many.
- 18 Mar. 1907. 45167. Do you think you adopt enough?—I think, keeping in view that we must keep parental responsibility alive, that we do do as much as we could reasonably be expected to do.
- Use by guardians of power to adopt children. 45168. Have you any system of following up the subsequent careers of the children?—Not after, say, eighteen years of age.
- After-careers of Poor Law children. 45169. Could you give the commission any figures showing the percentage of successes you have?—I could not, that is a matter that we have not dealt with as it should be.
45170. Do you not think it is very important, seeing the various systems that are now being tried?—I do.
- Anthropometry for Poor Law children. 45171. Do you weigh and measure your children?—No.
45172. You could not give us any information as to the results of your treatment?—No.
- Question of condition of Birmingham children. 45173. Have you any views, having regard to your experience of the children that are taken either out of your in-and-out home or the cottages at Erdington of what has been said in your newspapers, that the streets of Birmingham are overrun with ill-fed, ill-clothed and ill-educated children; is that true?—It may be rather exaggerated, but there are a large number running about. I do not think they are children that are brought into contact with the Poor Law at all.
45174. Ought they to be dealt with under the Industrial Schools Act, is it a police question and not a Poor Law question?—I think it amounts to that to a very great extent, to a question of the habits of many of the parents in the city in the poor parts.
- Extent of use of Industrial Schools Act. 45175. The Industrial Schools Act gives very great powers?—It does.
45176. Which might in certain cases be used by the guardians?—I do not know to what extent it would arouse public indignation on the part of many of these people.
45177. Do not your Birmingham citizens feel it rather a discredit that these children should be as they are?—That is so, but still we have to remember the rights of parents.
45178. And the duty of the State towards individual children?—Yes.
- Question of compulsory continuation schools for Poor Law children. 45179. Have you any view as to making continuation school attendance compulsory to Poor Law children, either those who have received in or out-relief, or from the cottage homes?—After work age?
45180. Yes, after fourteen?—Continuation schools are not very much taken up in Birmingham, and never have been.
45181. Would you favour making continuance compulsory under certain conditions?—I do not think so.
45182. Why?—I think if a child is sent to school until it is fourteen, if it has to earn its own living that is long enough; if it wants to go to school after that age it will not want to be forced to go.
45183. The same applied before 1870, did it not? Before 1870 the children did not go till they were fourteen.
45184. But I heard it said then if they wanted to go you could not keep them away; you do not think Birmingham would support any proposal of that kind?—I do not think so, because of the feeling on the part of the public.
- Inspection of children boarded-out within the union. 45185. Do you board-out your children outside or inside the union?—Outside and inside.
45186. In regard to the children boarded-out inside the union, what inspection have you?—We have inspection both inside and outside the union.
45187. Inside the union I want?—We have ladies' visiting committees.
45188. Lady members of the board of guardians?—No, we set up a ladies' committee in any locality where there are likely to be boarded-out children.
45189. That is outside the union?—And inside as well.
45190. Is there any method of inspecting this work of this voluntary ladies' committee?—The lady government inspector goes round and visits these children, and the guardians occasionally go round and make an independent inquiry.
45191. That relates to children boarded-out inside the union?—Yes, inside and outside.
45192. Are you sure of that?—I think so.
45193. I do not think the lady inspector does?—We are boarding-out children at Sutton, and the lady inspector visits them.
45194. Sutton is inside the union?—Yes, a matter of eight miles from Birmingham.
45195. She does that by special request I suppose?—I cannot say, I was under the impression that she had the power.
45196. In regard to the number of electors who vote at the board of guardians election, can you give us any figures on that point?—I should think it averages about 10 per cent.
45197. Only 10 per cent vote?—Not more than that, I should think.
45198. There is the same amount of lack of interest manifested with regard to the voting, as there is lack of interest to induce candidates to stand?—Yes.
45199. Have you any suggestion to make with regard to remedying that, if boards of guardians should still exist?—I have not.
45200. You do not think the city guild will help?—No.
45201. You do not think the class you represent are at all concerned?—They are concerned, but there is a difficulty in finding a member who can spare the time to attend to this work, it has to be chiefly done in the day time.
45202. (*Mr. Chandler.*) With regard to middle age and old age pauperism, it has been frequently asserted that the Workmen's Compensation Act of 1897 has largely contributed to that increase. What is your opinion upon that?—I should think it has had something to do with it.
45203. In what way?—That a person is not quite so active or quite so careful as he is getting older.
45204. Before the passing of these Acts young and strong men were invariably preferred by employers?—Yes, but the older men were not sent adrift, I think, to such an extent as they are now.
45205. Do you think in times of slackness that there is a greater desire to get rid of the older men than there used to be?—I think so.
45206. You speak with some experience, I suppose?—I have sat on the Distress Committee since the Distress Committee has been formed in Birmingham, I am chairman of one of the Application Sub-Committees and interview almost all these people personally. Mr. Booth and Mrs. Bosanquet were present at one of our meetings and I think they would say that I have an opportunity of knowing something about many of these people between forty and fifty, by hearing what they have to say.
45207. It is their statements, largely, that you base that statement upon?—We write to the employer and ascertain if their statements are accurate or not, and we receive confidential communications.
45208. (*Mrs. Bosanquet.*) What reason is there for discharging the persons now that did not exist prior to the Compensation Act?—I do not know that there is any reason, or should be any reason, other than the reason of preference or fancy.
45209. (*Mr. Loch.*) Would you say that the effect of this Act is to produce a number of men as applicants for relief in some form who, say ten years ago would not have applied?—I think the desire to get younger men does do so.
45210. It is accelerated?—Yes, I think it is.
45211. And that makes a kind of Poor Law relief economic problem?—Yes.

45212. As to pensions or allowances of that kind; these men would be men below the line of any pensions scheme?—Yes.

45213. The question with them would be that period of life when their work ceases owing to whatever the causes may be?—Yes.

45214. Have you any suggestion with regard to that on the basis of the old-age pensions you were suggesting?—I have not; it is a problem that has got to be faced.

45215. Do you think these men are in and out of work a great deal who are, as it were, set aside?—Some of them, some not. We have had men with as long as fifteen or sixteen years characters.

45216. You would not revoke the position of the Workmen's Compensation Act?—No.

45217. These men have no savings?—If they have any savings they are exhausted before they come under our observation. The majority of them are not men connected with any society.

45218. Is your suggestion then, that connection with a society should almost be compulsory?—No.

45219. I wanted to get a suggestion from you, if I could?—I do not know really; it is a subject of such great difficulty that one hardly knows what to say for fear of committing oneself.

45220. Do you think that these men go into small trades on being turned out, and trade themselves in any way?—No.

45221. Have you got figures or notes about any number of them that you can show us?—We discussed the matter at a distress committee a few weeks ago, and we thought the experience had been so brief that we could not give anything definite. We wanted more information before we could give any definite opinion upon the matter.

45222. It would not be possible to go over the ground again from the point of view of ascertaining facts?—No, I think not. We spent last winter in the work and we have spent this winter, and by the time we have spent another winter we shall know more about the subject than we do now.

45223. Are not the two winters sufficient for this purpose?—I do not think so; we want to know to what extent these men come up again for the same amount of assistance.

45224. Have you found them come up again in your two years' experience?—We have had some few.

45225. Not the bulk?—No, not the bulk.

45226. What are the bulk doing?—The experience that confronted them last winter probably did not confront them this winter.

45227. They are back at work, you mean?—Yes, probably at work.

45228. I am only trying to get at the facts. Does not that point to the fact that they are in and out of work a great deal when they once leave the main grooves of work?—Some of them.

45229. I suppose they get, in the period of life for which they work, a relatively high wage?—No, I should not think so. I should think they are the lower-paid class of workmen that the distress committee has to deal with.

45230. And are thrown out in the manner you have just described, possibly in connection with the Compensation Act?—I do not say they are thrown out, I say possibly that may be one cause that throws them out, and it is often stated as a cause.

45231. With regard to the supervision that you exercise over relieving officers, do you yourselves as a committee, or in any other way, see the relieving officers in their work and check it in detail, I mean outside the actual committee, so as to see whether the inquiry is made and so on?—Individual guardians?

45232. Individual guardians, or otherwise, checking the relieving officers' work?—We have a superintendent relieving officer who cross visits the work of the ordinary relieving officer; then it is always open to a guardian to make his own private individual inquiries. I have made many private inquiries myself.

45233. How did it turn out, did you find the relieving officers were justified?—Yes, invariably.

45234. Do you find that you have enough inspection from the Local Government Board, if I may so put it?—We do not have any too much inspection, but I think there is a great deal that we might dispense with the services of the Local Government Board upon.

45235. In what way?—As to dietary, alterations of premises, terminating the appointment of officers, increasing the salary of officers and so on; if you give an officer an increase of £2 a year you have to apply to the Local Government Board for permission.

45236. Do you think it would be well if you could dismiss officers yourselves?—Yes.

45237. You think the present arrangement is unsatisfactory?—Yes.

45238. On what grounds?—It is such a difficulty if officers are not just all they should be to remove them; they have got the Local Government Board to appeal to, and I think the Local Government Board generally upholds the officers.

45239. When you get to a bad year, as you have had lately, do you write to the Local Government Board, or do they in any way help you by showing you what has been done elsewhere in any other way, apart from the main circulars?—Not that I am aware of; they did issue some few years ago a circular when we were in the throes of a very hard winter, suggesting we might engage in road-making and digging; I think we had 10 or 12 inches of frost, and you could not get a spade or a pick into the road.

45240. With regard to the charitable relief work that you refer to in reference to the City Aid Society, does it appear to you that the work they do, as described, would be simply guardians' work upon another basis, or how does it differentiate from that?—I see Sir Hallewell Rogers is here, and I should prefer you to put these questions to him, because he is the head of the City Aid Society in Birmingham. Other than that I should like to say, and I think I ought to say this, that the City Aid Society have been the means of keeping a good many people from coming to the guardians who otherwise would have had to come to the guardians.

45241. With regard to these children in the streets that were referred to, does it not fall on the education authority in some way to deal with the matter?—I should think so.

45242. They are connected with the council of the city now?—Yes.

45243. Why does not the council exert itself in this way?—It has always struck me (I only say this as a layman, because I am not connected with the education committee), that the educationalists only want to get children who they know go regularly to the schools, and children that do not go regularly to the schools do not have the attention paid to them that they ought to have.

45244. Is it because they are too busy, being mixed up with all the other branches of the council's work?—I think it is because the children who are staying away from school so frequently are a lot of trouble, and they do not desire the trouble.

45245. You do not fear if the Poor Law were handed over to the council something of the sort would occur?—I do not think so.

45246. (*Chairman.*) The attendance officer does not visit the home of the child unless the child is a truant from school?—That is so.

45247. Consequently unless the teacher notices something in the condition of the children in the school they have no knowledge what the home conditions can be?—I think that is so.

45248. (*Mr. Gardiner.*) Is it not also true that the teachers are not sorry to get rid of the very irregular children?—I should think so.

45249. They come dirty, they are neglected at home, and lower the whole standard of the school?—Yes.

45250. (*Mr. Loch.*) Therefore this neglect is amongst the class where pauperism is most likely to supervene?—Yes.

Mr. C. C. Cooke.

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Question of adequacy of Local Government Board inspection.

Points upon which guardians should be relieved of control of Local Government Board; dismissal of officers, etc.

Extent of Local Government Board's educational work amongst the local authorities.

Birmingham City Aid Society pauperism.

Condition of Birmingham Children and attitude of education authority thereto.

- Mr. C. C. Cooke.*
18 Mar. 1907.
- Alleged inaccessibility of medical relief.
- Effect of free medical relief on friendly societies
- Almshouses for the deserving aged.
- Quality of relief to be tempered according to merit of applicant.
45251. With regard to the future Poor Law, whatever it might be, you adhere to the principle of deterrence, I understand; but where would you apply it? You would not apply it, I understand, to medical relief, and you would not apply it to old age relief, by which, I understand, you would relieve and pass all cases in which application was made, irrespective of character?—Certainly not.
45252. Would you explain the position?—So far as the aged are concerned?
45253. First with regard to medical relief, and then the aged?—I think there should not be a lot of routine to get medical relief on the part of the Poor Law.
45254. Is there that now, with regard to Poor Law relief in your union?—Yes, I think so. Here is a typical case; we had a case some time ago cited, that a woman was dying for the want of attention on the part of a medical man, a poor woman who had just been confined; and certain formalities had to be gone through before this relief could be obtained, with the result that the woman died. The opinion was that the woman's life had been sacrificed because there was not the prompt medical attention that there ought to have been.
45255. That you think is typical?—That is a case which has been cited as typical.
45256. Is that your own experience?—I am not saying that that is my experience, but that has been cited as a typical case, and my experience is that there is unnecessary delay.
45257. What control has your own guardians' committee over unnecessary delays, are they all reported to you?—If a person has applied for medical relief, the officer has to report what he has done with such a case at the next meeting of the committee.
45258. Do you find that the fact is as stated, that these cases constantly occur?—Well, that they do occur.
45259. To such an extent that the system should be altered?—To such an extent that there should be more facilities for people getting prompt medical attention.
45260. Would you simply have it provided on application?—Yes.
45261. Would that affect the friendly societies at all?—I do not think so.
45262. Not in the course of time?—I think not.
45263. Because they belong to so different a class?—Yes.
45264. That is to say the relation between the friendly societies and this class is non-existent?—That is so.
45265. And the substitute for the friendly society in this case would be medical State relief?—Yes, medical State relief to people outside the friendly society class.
45266. With regard to the old age people, what would be the change you would make?—With the old age people of good character I should like to give them different treatment from what we are able to give them at the present time. I think they should be housed on the cottage home or almshouse principle; they should have more liberties than they have at the present time.
45267. What deterrent force would there be, would you accept all who came?—No.
45268. What is your limitation?—Will you explain that question, please?
45269. The question was deterrence; you said you would remove the deterrent, almost whatever it was, I understood, both in the case of medical relief and old age relief?—No.
45270. I want to know how you would remove it in the case of old age relief?—I should make it a question of character and good conduct with regard to old age relief, the same as we do now, only to give them something better than we do now.
45271. You would have two systems at work, one for the thrifty would you say?—One for those of known good character.
45272. And one for those not of good character?—Yes.
45273. Two entirely different systems?—Yes, I think the present workhouse is sufficient for the people who have been of a loose and indolent character.
45274. Then as to the able-bodied, have you any scheme?—The able-bodied I should like to see taken away from the workhouse altogether, or put into a workhouse that was a workhouse indeed, and not a home of rest. I think they ought to be put where there is strict supervision and enforced labour.
45275. Have you seen these men at work in any way that you are referring to, able-bodied men under compulsory work?—I have visited some of the labour colonies, and I have not been struck that they are the sort of thing that is wanted.
45276. I want to know whether, having that opinion in your mind, you had possibly some other suggestion; has it not been that when this compulsory work has been applied it has somehow failed to touch?—It may have failed to touch because it has not been properly applied.
45277. What do you suggest to make it properly applied?—I think if a person is sent to a labour colony he should be kept for a certain period, and should not have a week-end off, for instance, he should be kept there and work should be insisted upon. If he is refractory he should be taken before the magistrate, and we should try and induce the magistrates to deal with the case in the same manner that those who were promoting these colonies were.
45278. You would make it a reformatory in fact?—Of a reforming character.
45279. (*Mr. Patten-MacDougall.*) In reference to your Distress Committee in Birmingham, have you established labour bureaux?—Yes.
45280. Have they been found to succeed?—We have registered more than 2,000 names, but we do not find work for a very large number.
45281. Are your labour bureaux in communication with other labour bureaux throughout the country?—I think not.
45282. Have you considered whether that would be advisable?—There are so few labour bureaux in the country at the present time; it is in its initial stage, but that is the intention, I suppose.
45283. Have you applied your mind to the question whether it might be a good thing to establish such communication, where such bureaux exist?—I think individually we might say that that is our opinion, but I do not think there has been much attention given to the subject yet.
45284. In Paragraph 13 of your statement you say you make special provision for the reception of consumptives; have you considered whether their treatment is a matter for the Poor Law or for the public health more properly?—For the public health authority.
45285. Do you hand them over to the Public Health authority now?—No.
45286. There is no provision for them?—No, we have to deal with them.
45287. Is that a matter which is under consideration now as to whether the local authority should provide means of treating consumptives?—The local authorities have talked about the matter for some time past, and we are hopeful they are going to do something.
45288. It is the opinion of the board of guardians that the treatment and the isolation of consumptives is a matter for the local authority rather than for them?—That is my opinion, I cannot pledge my board on the matter, it is my own opinion.
45289. In the meantime your board are making such provision as they can for the isolation of consumptives?—Yes.
45290. In the infirmary?—In the infirmary, and with regard to cases which the medical men tell us are of a curable character, in the first stage, we send them to sanatoria.
45291. Have you found that treatment successful?—Yes, sending them away has been successful.
45292. They have been able to resume work, have they, in some cases?—We sent six away some time ago, and four of the six resumed work, one died, and the other absconded. That is the last batch I had anything to do with the investigation of.

Able-bodied should be removed from the workhouse

Question of labour-colonies for the able-bodied and conditions of their success.

Birmingham Distress Committee labour bureaux at their operations.

Question of advisability of network of labour bureaux.

Phthisis should be treated by the sanitarian Authorities

Guardians' provision for phthisis at Aston. Effect of sanatorium treatment on phthisis.

Sir HALLEWELL ROGERS, called; and Examined.

45293. (*Chairman.*) You have been Lord Mayor of Birmingham and you are Chairman of the City Aid Society?—That is so.

45294. You have prepared a statement which we will treat as your evidence in chief if you will kindly hand it in?—Certainly.

(*The Witness handed in the following Statement.*)

Qualifications.

1. During the period of my Lord Mayoralty of the City of Birmingham, 1902-4, there was exceptional distress, and I summoned the chairmen of the various Mutual Aid Societies in the City of Birmingham together. Some of these bodies were working actively, but others had become dormant through want of funds. I privately raised funds among the chief citizens and distributed these as required to the various bodies, who were that winter able to cope with the distress. It was found from the joint meetings of these societies that we could far more effectively deal with the question of distress if we became one central civic body with branches throughout the city, all working upon the same lines, and through voluntary helpers effectively dealing with those citizens in temporary distress. The outcome of these efforts was the formation of the City of Birmingham Aid Society.

2. In 1904, when there was still greater distress, a Lord Mayor's Fund was opened, and I took an active part in its administration both as Deputy Lord Mayor and as Chairman of the City Aid Committee, to whom the entire distribution of the fund had been entrusted.

3. I enclose herewith a retrospect of the history of this society, by Mr. T. W. Trought, one of the honorary secretaries, and also a pamphlet of the future aims of the society, by Mr. R. H. Best, the chairman of the branch for the Western Division, and who, together with Mr. Cecil Crosskey, the honorary secretary of the society, have, I believe, also been asked to give statements containing their views. I also enclose a copy of the Constitution and Rules of the Society. (*For copy of Constitution and Rules see App. No. XXI. (A and B).*)

4. I am a Justice of the Peace for the City of Birmingham, Alderman of the City Council, and a member of the Distress Committee of the City Council. I am actively connected with many business concerns in the city which are large employers of labour. I have also been for many years a teacher at a large men's adult school, and therefore constantly come in touch with the needs of the working classes. I may say that the views I express in this statement have been placed before, and are agreed to by, the principal officers of the City Aid Committee.

Charities and Voluntary Relief.

5. The chief charities in the neighbourhood may be divided into three classes:—

(a) Hospitals and kindred institutions.

(b) Institutions having a special and particular field of action only; for instance, the Crippled Children's Union, the Country Holiday Fund for Poor Children, etc.

(c) Societies dealing generally with the relief of distress.

6. (a) and (b) do not call for any special comment, but I should like to state that I consider the ticket system, as adopted by many of the leading hospitals, is very unsatisfactory. It encourages the recipients to become beggars and places the responsibility of the suitability of the patient upon the subscriber, who from want of knowledge is unable to say whether or no the case is a deserving one.

7. With respect to (c), namely, relief societies, the more immediate object of this enquiry, the operations of these societies have been hitherto principally confined to giving help to tide over periods of temporary distress, caused either by sickness, want of work, or other causes. The efforts cannot be said to have been altogether satisfactory, as there has been a tendency on the part of the recipients, once helped, to again seek for aid. Where the cases are not systematically followed up by the societies, it is a question whether the recipients are raised to a better position, with a higher sense of responsibility. The City of Birmingham Aid Society within the last few years has developed and extended its work, with a view to become

not merely dispensers of relief, but also an influence to raise the character of the applicant. In the administration of relief there must be careful enquiry and discrimination, and also personal influence. Without this I have found the fact of giving relief in many cases tends rather to lower than to raise.

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8. The effect on the recipients of charity and Poor Law out-relief in each case is a tendency to deteriorate the character, certainly in the case of Poor Law out-relief, and also in the case of voluntary charity, except where, as before mentioned, the assistance is supplemented by personal influence and friendly help.

9. The weak point in the Poor Law methods is the absence of means to classify and discriminate between various applicants. The good citizen is generally treated in the same manner as the waster, in that both are made paupers of the same degree. This has a lowering effect on all. It brings down the good citizen to the level of the vagrant. The man who has led an honest and respectable life, but who through sickness or adversity is forced to seek help from the guardians, should not be placed in the same category as the loafer, the waster and the idler.

10. There is in this city a friendly co-operation between the guardians and the various relief organisations, both through courtesy and an earnest desire on the part of each to help the other. The Poor Law regulations however, prevent real and actual co-operation. There should certainly be close co-operation, and from actual experience I can say there is a great possibility of extension. The Poor Law, the City Council Distress Committee, and the various voluntary societies for relief purposes, such as the City of Birmingham Aid Society, should and must work together; in fact they should co-operate with each other.

11. All help now given as out-relief should be administered by experienced voluntary helpers acting as a society in conjunction with an official body. This is possible, and in this city I consider there would not be the least difficulty.

12. The City of Birmingham Aid Society aims at a complete organisation throughout the city, consisting of a central executive, a branch office in each Parliamentary Division, where records of all cases will be kept by officials and a reliable body of voluntary workers forming the committees in each district. The Society has adopted the same forms as the City Council Distress Committee and is working in close touch and consultation with that committee, having central offices in the same building.

13. The work of the guardians should be confined to:—
(a) A penal settlement or workhouse for idlers, wasters and similar classes.

(b) A home or refuge for good citizens in distress through no real fault of their own (or children requiring help apart from their parents) where such cases cannot be adequately and properly helped in their own homes through voluntary agencies.

14. The latter cases (b) should not be classed as paupers. The funds for this voluntary out-relief should be supplied by:—

(a) The guardians.

(b) Supplemented by voluntary help where possible.

Friendly, etc., Societies.

15. With regard to the question of friendly co-operative and other self-helped societies, I have no experience that would be of assistance to you, except that I generally agree with trades unionism, and in distributing the Lord Mayor's Fund, which amounted to some thousands of pounds, in the winter of 1904-5, the City Aid Society found they did not have applications from members of the trades unions, who look after their own out-of-work cases.

16. I am also in favour of an old age pension scheme, the funds to be provided by:—

(a) The men themselves, deducted from their wages and paid over to the State.

(b) Supplemented by a sum from the employers.

(c) An additional sum provided by the State.

45295. (*Chairman.*) I gather from your statement that your experience as Lord Mayor of the City of Birmingham when there was exceptional distress was that there was not

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Insufficient
co-operation
between
Poor Law
and charity.

Origin of
Birmingham
City Aid
Society.

Attitude of
working
classes to
Charity
Organisation
Society.

Attitude of
Charity
Organisation
Society to
Birmingham
City Aid
Society.

Relief funds
at Birming-
ham.

Effect of
investigation
in reducing
numbers of
applicants
for relief.

Comparative
effect of
charity and
Poor Law on
recipient.

sufficient co-operation between the Poor Law and the charitable institutions ?—That is so.

45296. And that you therefore worked or brought influence to bear with a view to getting greater co-operation, and the City Aid Society was the result ?—That is so.

45297. It has hardly had time to come into full practical operation, has it ?—It has not. We have only just started our last branch. When I was Lord Mayor of the city there were a great many unemployed men round the Town Hall, which is close to the Council House, and these were increased during the period between one and two by men who were in work, and a great many of the unemployed men I felt quite sure came from other towns, and then they began handing round boxes and trying to get funds in that way. There were mutual aid societies in existence, or had been in existence in various districts of the city, some of which were active and others almost moribund. I called the chairmen of these together, and I asked them if anything could be done, and I found that most of them suffered through want of funds. I thereupon raised a private fund and helped these mutual aid societies, and then we sent a list of offices where these men who were round the Town Hall could apply for help and where their cases would be investigated. We found that out of 500 or 600 men round the Town Hall, only seventeen came to the offices to have their cases investigated. We went on working together with the mutual aid societies, and found that by joining together and exchanging notes it would be much better to form one body with a central controlling executive. Then, having got so far, I could see the difficulty was in raising funds and to distribute these funds through the class of men who were working the mutual aid societies at that time. I felt a very strong point was that the central executive body should have the power to appoint the chairmen of these various branches; and therefore I thought if we were to raise funds from a central office the most important thing was that we should have control over the branch officers. This is a very important point. These branches have been practically formed, and we hope in time we shall have a large society working in our city, which will be joined by all the other various associations. We have the Charity Organisation Society working in Birmingham, but it was working from one small central office, and my feeling is that it has not gained the sympathy of the better class of artisan, and it has not secured that sympathy which I have endeavoured to secure by getting a large number of voluntary helpers. You cannot help the poor as a whole; the better class artisan is the man to know when the applicant is imposing and he will deal with him more strictly. I have hopes that the Charity Organisation Society will join us. I have asked them to do so, but they really turn to me and say, "You are young yet, we do not know whether you will succeed or not, we are a branch of an old organisation which has been working for many years, we will probably join you if the scheme is all right and proves successful"

45298. Was it at the time when there was this aggregation of persons outside the Town Hall endeavouring to collect funds and asking for relief that you raised the fund as Lord Mayor, or subsequently ?—That was the time when the real Lord Mayor's fund was raised. I was Deputy Lord Mayor when the Lord Mayor's fund was raised; there were two funds raised.

45299. You distributed the fund so raised as you have described ?—Yes, as chairman of the City Aid Society.

45300. Did you get any considerable sum? Was it adequate ?—Yes, we have some hundreds of pounds of that fund left now.

45301. The fact of investigation being made antecedent to giving relief immensely reduced these numbers ?—That is so.

45302. I suppose Birmingham is the centre of an enormous manufacturing district, and the tendency is for people in times of distress to drift into Birmingham ?—That is so.

45303. That has been your past experience ?—Yes.

45304. Your opinion based upon your experience, is that charity, unless it is properly administered, tends to the deterioration of character almost equal to that of the Poor Law ?—That is so.

45305. And you are anxious, seeing what has been done, to try and bring your aid society into real co-operation with the Poor Law ?—Yes.

45306. But you think that the regulations of the Poor Law prevent active co-operation ?—Yes.

45307. Will you just enlarge a little upon that ?—I feel that they are so bound down by their regulations that they cannot help us in the way that many of them would like to do. I think it is a pity to have hard and fast rules in dealing with the poor, so much must be left to the discretion of the helper or the officer, and of course the guardians have their special rules; I think the trouble is that they treat all the poor practically in the same way. I think to really help them you want to raise them and the tendency of the present Poor Law is to lower them in really deserving cases.

45308. What has been suggested to us by various witnesses is that one of the defects of our Poor Law as at present constituted is that it is supposed not to be able to help anybody until they become destitute ?—That is so.

45309. Was that present to your mind ?—Yes.

45310. That assisting persons or trying to keep them on their legs before they have fallen is hardly within the scope of the Poor Law. You would like your aid society to do that class of work ?—Yes, we should like to keep the homes up, not let the homes be broken up, that is our anxiety.

45311. In Paragraph 14 you suggest that the funds for the voluntary out-relief should be supplied by the guardians; that is to say that they should put certain sums of money at the disposal, I assume, of the Aid Society ?—That is so.

45312. Has the Aid Society been able to collect any considerable sum ?—Yes, we have got over £1,000 recently; that was got together in about fourteen days; we asked for subscriptions and donations.

45313. Are there many charitable endowments in Birmingham ?—Not of a class that would help us.

45314. Not for the poor ?—Not that would help us in any way.

45315. It has been suggested by various witnesses that it might be possible to organise a charitable committee in connection with the out-relief committees, who should try and secure all the funds that were possible from local and endowed charities, and that they should be, as it were, the advance guard ?—Yes.

45316. There was no suggestion made, or I think yours is almost the first suggestion made, that the guardians should absolutely place sums at the disposal of the Aid Committee ?—We should be doing some of their work, and therefore we ought to have the use of some of their funds. If we are helping the guardians by keeping the people out of the workhouse, then I think they ought to help us with some funds to carry on that work, and that must be far cheaper than the present method.

45317. Do you contemplate any of this help being given on loan ?—No.

45318. If it is public money given to a quasi private body, it could only be distributed, I think, under public regulations ?—Yes.

45319. So that you would practically come back to very much the same difficulty from which we started ?—I think if the matter were placed upon a broader basis it would be better; if the voluntary helper was brought into the Poor Law organisation more it would be beneficial. I do not think this money should be given without control from some central office. I do not want to imply that for a minute.

45320. You would not let these aid societies distribute the money as they liked ?—No, certainly not

45321. You suggest that the work of the guardians should be confined to a penal settlement or workhouse for idlers and a home of refuge for persons of good character ?—Yes.

45322. There is a large intermediate class of persons who are temporarily sick or ill, how would you deal with them, would you take away the medical relief from the Poor Law ?—No, I do not think I should do that entirely. Of course, there are various institutions in

Difficulty
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Destitution
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relief.

Preventive
work to be
assigned to
charity.

Rate out-
relief to be
distributed
by charity

Funds col-
lected by
Birmingham
City Aid
Society.

Extent of
endowed
charities in
Birmingham

Proposed as-
ministration
of rate out-
relief by
charity.

Proposed
limitation
scope of
guardians'
work.

Medical re-
lief of the
temporarily
sick.

Birmingham that help them; there is the general dispensary, for instance, for which we give them tickets to help them ~~side~~ over that time, but, of course, I do not know exactly how the Poor Law medical relief is administered.

Objections to 45323. You do not think the present system in Birmingham satisfactory where it is necessary to get a ticket or a recommend?—No.

45324. You do not like that system?—No, it helps the people to become beggars, I think; they come round from door to door asking for hospital notes, and some of the women are not in a fit state to go round and ask for the various tickets as they have to do very often.

45325. And the right people do not always get them?—That is so.

45326. And, on the other hand, the people who can afford to pay get treated?—That is so very often.

Possibility of 45327. Have you had much to do with the hospitals there? Do you think it would be possible to get them to work in connection with the Poor Law on this point?—I think so, certainly. There is a growing feeling in the hospitals in the city that some such thing should be done. I think the Queen's Hospital, which is one of the largest institutions of the city, have not the ticket system, but the General Hospital, which is the largest, has kept to that system, and they have lately been investigating as to whether it is wise. The difficulty is that their subscriptions fall off if they do not give the subscribers something for them.

45328. It is an inducement to them?—That is so.

45329. What is the hospital that has no tickets, how do they deal with it?—That is the Queen's, and they charge 1s. if the patients can pay, and free if they cannot; there are also some minor hospitals on the same footing, like the Skin Hospital.

45330. Is the Queen's endowed?—I think partially endowed.

Labour 45331. Has your labour bureau been developed at bureau at Birmingham, does it deal with the cases other than those which are known as the unemployed?—I think not. I think it has not been successful so far, because it is a very difficult thing to ask a master man to go there for his men, they are not the class of men he wants.

45332. It has been suggested to us that the labour bureau system ought to be largely developed and put on a proper footing; it ought to be a municipal labour bureau, not merely associated with the lowest class of employee, but all classes of employees, have you ever thought of that subject?—I have not, but surely the trade unions look after the men in their own trades at the present time.

45333. They deal practically with nothing but skilled labour?—That is so.

45334. The evidence before us is that pauperism is mainly confined to the lower stratum of the unskilled labourers who are worse off?—Yes.

45335. You have not thought about that question?—I have not.

45336. Your opinion is, I suppose, that the bureau system in its present state is not of very much use?—It has hardly been working long enough, I think, for it to have had a fair trial; manufacturers in the city have not got to know of it—we have only been working a short time.

45337. It is practically associated with the unemployed?—That is so. The great trouble are the builders' labourers and painters and so forth, who have only a season trade to a large extent.

45338. Do you know if the employers or those connected with seasonal trades have at all made use of the labour bureaux?—Yes, they have.

45339. (*Mr. Loch.*) What strikes one from the evidence that was given to-day and upon other days is that there is so much said about relief as a kind of remedy for the evils of this life and so little about exertion or thrift and so on. Do you propose in your city aid society to attach any kind of conditions to the relief that is to be given in the direction I suggest?—As to the class of persons?

45340. As to the people in the future providing better for themselves or anything of that kind?—I think you will find I have laid stress upon the personal influence, if you look at Paragraph 7; that is really what the voluntary helpers can do so much better than the paid helpers by really going into the homes and encourage them to adopt habits of thrift and so on.

45341. Would you make relief conditional in any manner, would you say: Here is a young man who comes to us, and we give him relief on the understanding that he joins a friendly society, or what you may think right? and would you see that that was carried out?—We have not had many single cases at present of young men; we have been dealing with homes.

45342. Take a widow with young children who have their lives before them?—They should be urged to habits of thrift.

45343. Have you any evidence to show that the urging has been fruitful, or are you coming into the position of being one more relief society?—Of course, we are young yet in our organisation, but you have churches and you have chapels and the Charity Organisation Society and the various institutions of the City, and my idea was to form them all into one body. We get so much overlapping at the present time, and it is desirable to organise them into one large society. When the voluntary helpers have really seen the difficulty of helping the families, then they will be more willing to come in and be taught, I think at present the Charity Organisation Society want people to be taught before they have had any practical experience. I consider it is more desirable to feel the practical difficulties first before having definite instruction.

45344. They do not feel the need of training?—No.

45345. I think that is the gist of the matter; do you ultimately think that the circle of relief-givers is to increase the relief, or do you take the opposite view, that the circle of relief-givers is rather to decrease the relief, that they support themselves more?—I think the latter.

45346. With regard to the hospitals, have you had much to do with them?—I was chairman of one for some time, but I have not anything actively to do with them at the present time.

45347. I mean in connection with the city aid society?—No, not at the present time, except in getting notes from them and working with them, but I hope in time we shall do.

45348. Would your idea be to include them in your common Board?—Yes, ultimately.

45349. Having some experience in these matters in this way, do you think you find that these various bodies will join together simply for the good of the cause, or do you think that they will not have various views of their own development which will rather prevent their forming part of a common association?—I think they will be willing to join for the cause. Of course, I cannot definitely say they will, because I have not tried them yet.

45350. Here we have in London, for instance, hospitals which it would be very desirable to bring into any co-operative relation on right lines with the Poor Law, but I think it will be admitted it is difficult. What would you suggest if that were the problem in Birmingham; what would you do?—I should think that if we were to have one large society formed and representatives of the various hospitals on it, then we should gradually get a working scheme.

45351. Do you think that they would, as it were, give up their own views and judgment when it came to their taking, for instance, some department of work and leaving other departments to others?—I think they might. The great difficulty in an out-patient hospital at the present time is that the deserving man may not get helped. If you go into an out-patient waiting room you will see one man who is well clothed and you might say he ought not to be there, and you will see a ragged man next to him, and think that he ought to be there. The ragged man may only want a 6d. bottle of medicine, whereas the well dressed man may want skilled help for which he could not pay. I think if we could get some system whereby these cases could be looked into first, it would be a great help.

45352. Practically that covers your proposal in every direction, that is to say better inquiry?—That is to say better inquiry into each case.

Sir H. Rogers.

18 Mar. 1907.

Personal influence essential to remedial relief.

Classes dealt with by Birmingham City Aid Society.

Aims of Birmingham City Aid Society and its probable effect on relief.

Question of co-operation of voluntary hospitals with other charities.

Defects of voluntary hospitals out-patients' department.

Sir H.
Rogers.

18 Mar. 1907.

Birmingham
City Aid
Society and
its finance.

45353. Then as to funds, how do you raise your funds or propose to raise your funds, from the charitable side of the town?—We have gone to well-to-do citizens at the present time.

45354. You have raised money for relief, have you not?—Yes, and for organisation as well.

45355. Your expenses would increase certainly, if you had committees in all parts of Birmingham, Aston and so on?—We do not deal with Aston at the present time; we are Birmingham only. The offices are the chief expense, rent, rates, taxes and so forth. Having got these branch offices we have connected with them representatives of all the philanthropic institutions, and all churches and chapels in that part of the city. We shall insist upon records being kept so that certain cases could be earmarked to certain churches and chapels, and so forth. I think in time the churches and chapels will distribute their funds through a kind of semi-civic organisation like ours.

45356. Is that your ultimate consummation, that is to say that there should be a sort of semi-civic organisation?—That is so.

Proposal for
charitable
committees
to administer
rate out-
relief.

45357. Do you propose to rely upon the rates in any sense for money, either for relief or in respect of the expense?—If we were not able to raise sufficient funds to deal with the cases from voluntary help, and we were helping the guardians, I think we ought to have help from the rates—we should be keeping people out of the workhouse.

45358. Unless your type of work is very different from the type of the Poor Law relief work, which I take it is chiefly the granting of small sums of money, would you not be doing, so to speak, in another way what the guardians are doing in theirs?—We should be doing it far more cheaply than they are doing it at the present time; to force a man into the workhouse is not the cheapest way of dealing with the case; there are many widows with families where a few shillings a week would considerably help to keep the home up until the boys could earn their living, and so forth.

Defects of
Poor Law
administra-
tion.

45359. I think the workhouse is unduly enforced, at any rate in many unions. The difficulty is in dealing with individual cases like the cases of widows and soon. Do you propose to deal with them on another footing from that of the board of guardians, so as to justify a separate organisation, so to speak?—I think we should join with them. Our organisation would be much wider and broader than theirs, and of course they are hampered to a certain extent by the methods in which they have to deal with the various cases.

45360. How do you think they are hampered; what is in your mind particularly with regard to that?—They are hampered by their rules and their officers; the paid officer naturally gets hardened to his work; he cannot help it, whatever his feeling is; whereas I think voluntary helpers from time to time are able to help in the home far more than the paid officers and by timely advice and assistance prevent destitution.

45361. Is that the main issue with you?—Yes.

45362. Are you not liable to the other thing, to find a somewhat unthoughtful sympathy?—Too sympathetic?

45363. Not too sympathetic, but wrongly sympathetic, if I may so put it, which may lead them very far away?—Our organisation deals with the choice of each of the helpers. The central body have really control of the whole thing, and they authorise certain helpers. If we found there was an extr. vagant helper, or that the helpers were not working on the same lines in various parts of the city, we should take steps to make some change.

45364. You are doing that actually now?—Yes.

45365. So you think you are changing your helpers about and get a better sort?—Yes.

45366. (Mrs. Bosanquet). I went to see your offices when I was in Birmingham, and I went through some of the cases; there were certain points that rather puzzled me, about which I thought perhaps you could help me. For instance, the lady who is in charge there told me you never give relief in money, only in kind?—Mostly in kind, but sometimes in money; we have to. I should say the lady

in charge has been doing secretarial work, and has not had the actual charge of the cases.

45367. I think she said that was because you could not trust the people who received it?—That is to say to a large extent we give them grocery orders, and coal orders, and so on to help them.

45368. Does that mean the inquiry does not show they are a good sort of people?—I cannot say that, but it is a very much better way of helping them, I think, by giving them orders in kind than giving them money.

45369. You think if you get hold of a really deserving case, an upright man, it is better to distrust him so far?—We do give money, but it is an exception and not the rule.

45370. So I understood. Looking through a large number of these cases it seemed to me the limit of help was 4s. or 5s. a week?—That is so; they go up to 8s., which is the maximum, I think, that was given by the Lord Mayor's Fund, but each separate branch is able to deal with its own people.

45371. That seemed to me to be the average; for instance, I found several cases of man and wife and three children, which were only having 4s. a week in groceries?—Yes.

45372. Would you consider that would keep the home together?—It would help it at all events for the time.

45373. It was said there was no other income on the papers?—I do not know any special case. I have not gone into those special cases that you mention; there may be some reason as to why they were only getting 4s. or 5s. a week. It must be borne in mind that friends, relatives, and neighbours frequently find meals and help in other ways. All the circumstances must be considered.

45374. I took them from the heap. Do you think you might hope to develop a more adequate form of relief than that?—Yes, I think so. Our society is very young at the present time. I trust when these other philanthropic societies of the city come in and join us that we shall be on a much broader basis than we are at the present time. The amounts that have been given have been based, to a large extent, on what we gave through the Lord Mayor's Fund, we had a certain scale there; it varied from 8s. to 2s. 6d.; or something like that. We have some on our books which we are helping far more than that.

45375. I think they told us of one case where you were helping a widow far more than that?—Yes.

45376. Is it possibly on that question of giving more adequate relief that the Charity Organisation Society is standing out?—I do not know what the Charity Organisation Society gives at this present time, whether they have any special scale or not.

45377. What would it take for a man and wife and say three children to live on and keep their rent going?—Do you mean so that he could barely subsist without selling any of his goods?

45378. Yes, and paying his rent?—I should think about 10s. to 15s. a week.

45379. Could he manage on that?—I think so, in a small house.

45380. The rent would be, I suppose, about 3s.?—Yes, about 3s. to 3s. 6d.

45381. For instance, there are some notes I find that I took of a man and wife and four children, no income, 4s. for three weeks?—That is only supposed to help him to tide over the time, in the hope that he will find work in the interval. Some of these men get just a day's work at odd jobs. Then there is the help of the friends and relatives before mentioned. The report of the visitor would guide the committee.

45382. Then "no income" would be a mistake of the inquirer?—Yes, it might be. It might also be the statement of the applicant who often considers casual earnings are not income.

45383. (Miss Hill.) I gather that you think there is quite a distinct work for charity to do independent of that done by the Poor Law?—Yes, I do.

45384. Would you consider that it would be beneficial if it took up such work as this, which is evidently satisfactory and, so to speak, improving to the people?—Yes.

Supervision
by Birming-
ham City Aid
Society of its
staff.

Nature of
assistance
given by
Birmingham
City Aid
Society.

Nature of
assistance
given by
Birmingham
City Aid
Society.

Question of
adequacy of
assistance
given by
Birmingham
City Aid
Society.

The function
of charity.

45385. Not the mere repetition of doles?—No, not a mere doling out of money from time to time.

45386. I wonder whether you would feel that it was more important on the whole to get whatever was done to stimulate the energies of the people than to attempt to classify the people as if some were good and some were bad, and you could not enervate the good and could not improve the bad, that the system of relief, whatever it was, should be wholesome and stimulating?—Yes, that is what I feel; it is the personal influence of the voluntary visitors in the home and urging various things that will help the family permanently that I look forward to.

45387. You would hardly think that the mere goodwill on the part of the voluntary helpers would be stimulating unless they had wisdom to judge how the people could be restarted?—Yes.

45388. You want wisdom as well as kindliness?—Yes.

45389. And experience?—Yes, I think in time that will be gained. Of course I think at first some of our helpers may not be exactly the experienced class that we should like, but I think in time they will see the need of getting more experience.

45390. Are you taking any means of putting them under trained leaders or of giving them lectures or classes?—We have not yet, but we shall hope to.

45391. You are not afraid of starting a whole set of other doles, duplicating doles and rather dragging the people down?—No, we are not.

45392. There is that danger, is there not?—There is that danger, but we want the doles to be given from one source only that is the difficulty. The difficulty now is that the clergymen and the ministers and voluntary and philanthropic societies in various parts of the town deal with the sums and some of these people get doles from three or four and they overlap at the present time. If we could get one central agency which should keep a record book of the whole history of every case occurring in that part then I think it would be most helpful to all of them.

45393. If you get people to co-operate you would get rid of the evil of overlapping, but you will not therefore get particularly helpful charity by that?—I think we shall get the best workers from all the various associations.

45394. Have you any groups of leaders trained and ready to act as referees, or whatever you might call them?—Yes, we have an advisory board at the central office to deal with specially difficult cases.

45395. To them as experts they may turn for advice?—Yes, they are experts. Then of course all the chairmen and secretaries of the various branches have been working at this for years. In the City of Birmingham the Charity Organisation Society has some very good trained helpers, and they have been assisting us a good deal, and we hope to join with them in time; that is where I feel that their help will be useful.

45396. Am I right when I gather from what you say about old-age pensions, you would feel it was very important that they should rather crown the efforts of the people than discourage them?—That is so.

45397. Therefore you would be in favour of a contributory scheme?—Certainly.

45398. For the same reason that you feel it dangerous to weaken the sense of responsibility and duty?—That is so.

45399. (Professor Smart.) Is your labour bureau part of the municipal department?—Yes.

45400. Then the distress committee is a separate organisation altogether?—Yes.

45401. I find the two bodies seem to work together?—That is so.

45402. In what way do they co-operate?—They are both under the council. The labour bureau is worked by the distress committee of the council.

45403. The distress committee is under the city council too?—Yes.

45404. What kind of work have you been giving the applicants to do in Birmingham?—On the distress committee we have merely been finding them work, we have

not been giving them work to do except in the parks under the Baths and Parks Committee and under the Drainage Board at the sewage farm.

45405. Was that work in the parks set apart as distinctly for charitable purposes?—Practically so. The baths and parks committee are paying certain sums for the work and the distress committee by the voluntary funds that have been subscribed and the Local Government Board grant are making up the work that the baths and parks committee do not feel that they have paid for.

45406. What is the nature of that work, is it work that would otherwise have been done by ordinary employees?—Work that would have been done at a later period; it is not work that would be done in the winter, which is being done at the present time, fresh parks are being laid out.

45407. You are anticipating work which would be done in the future?—Yes.

45408. That is relieving distress in the present at the expense of doing work which would ordinarily be done in the future?—There I agree with you entirely.

45409. What is the wage they give?—The minimum wage in Birmingham is 24s. a week.

45410. For the six days?—For the full six days.

45411. I think you do not allow them to work the full six days?—That is so, we have been working them less.

45412. For what reason; to make the money spin out longer?—To comply with the Act really.

45413. Do you think this work a success?—I do not think it is, because I feel the great trouble is, as you say, doing work now at the expense of work which ought to be done in the future.

45414. I understand that when you cannot find a vacant situation for your candidates at the labour bureau you send them to the distress committee in the meanwhile?—Yes.

45415. Their cases are thoroughly investigated there?—Yes.

45416. And a few of them are consequently put on the parks?—Yes.

45417. Is there any considerable percentage of the applicants who do find work?—No, very few I should say at the present time. I am not an active member, so perhaps I ought not to say.

45418. Is this the first time you have taken up municipal work of this kind, or have you started it at every depression of trade?—No, this is the first time we have taken it up from the council house.

45419. It is the first time the council have taken it up?—Yes.

45420. But some other body I suppose has done so?—Yes, during the time of the Lord Mayor's Fund we found work upon the sewage farm for them, but they paid the full rate then; we do not pay that.

45421. You would take 24s. a week as the full rate?—Yes.

45422. (Mr. Bentham.) The distress committee you refer to is the distress committee under the Unemployed Workmen's Act?—Yes.

45423. Therefore it is a statutory committee?—Yes.

45424. Not under the council as you term it really?—We call it under the council, it is a body belonging to the council I should say perhaps.

45425. It has members of the board of guardians upon it?—That is so.

45426. And also co-opted members?—Yes.

45427. Do you hope to see by means of this City Aid Society the co-ordination of all the charities in Birmingham and see the solution of outdoor relief?—I hope we shall be able to deal with it on the voluntary system through voluntary helpers. The society is working in sympathy and close touch with the distress committee.

45428. Do you think it will be possible with a thorough scheme of all the charities working in harmony one with the other to raise sufficient to give all domiciliary relief without rate aid?—I could not say that that could be done.

Sir H.
Rogers.

18 Mar. 1907.

Anticipation
of work for
the "un-
employed."

Wages and
conditions
for "un-
employed
work in
Birmingham.

Question of
success of
work provided
for the
"unem-
ployed."
Co-operation
between Bir-
mingham
Labour
Bureau and
Distress
Committee.

Birmingham
Distress
Committee
and its con-
stitution.

Proposed
substitution
for out-relief
of charity
with rate
contributions

- Sir H. Rogers.*
18 Mar. 1907.
45429. You have not that object in view, I suppose ?
—No, I think that some of the money ought to come from the rates if we are really keeping the deserving poor ; the difficulty is that all the voluntary funds come from a certain class of people, some few people always give, and the men who will not, are let off, whereas if it comes from the rates they are compelled to contribute towards it.
- Proposal to establish machinery for organisation of local charities at expense of rates.
45430. Supposing you had a scheme that would bring together all the charitable agencies and the machinery of such a scheme were paid for out of the rates, would that be as much as you would think it necessary to find from the rates ?—I think so, at first at all events.
45431. Do you think that any assistance of that kind would facilitate the organisation of charities at the present time ?—Certainly.
- Expenses and staff of Birmingham City Aid Society.
45432. Do you not find the working expenses of the City Aid Society are heavy ?—Yes, but we have not had twelve months' working yet, so we cannot exactly tell. There are seven branch offices, of which the rates and taxes have to be paid, and we are working with one officer for every two branches.
45433. One paid officer ?—Yes, and he is supposed to keep up the cases and the records.
45434. Does he make inquiries ?—No.
45435. That means a considerable amount of expense ?—That is so.
- Class of applicants for relief.
45436. (*Mr. Lansbury.*) Did I understand you that the bulk of the men who get relief are unskilled labourers ?—Yes.
- Question of value of labour bureaux.
45437. Do you think there is ever any difficulty for employers to get unskilled labour when they need it ?—No.
45438. Or for workmen to get unskilled work when there is any unskilled work going ?—No.
45439. So that a labour exchange is really unnecessary for bringing these two together ?—Unless employers of labour could always apply to the one place instead of looking out for their men.
45440. The point I want to put to you is that under present circumstances neither the employer goes without his labour nor the labourer without the work when it is in the city to be done, that they come together without the aid of an exchange ?—In the ordinary course, as far as I know, that is so.
- Question of extent to which organisation of charitable agencies can abolish destitution.
45441. In teaching people habits of thrift and saving and the rest of it, do you think that this really would solve the difficulty that men and women are faced with ?—I think a good many difficulties would be solved by getting the west to the east. If we could get the workers from families living in the west end to go and visit and look at the homes in the east end, a good many problems would be really solved, they would see the conditions under which the poor live and they would be able to help them in various ways and also to deal with various questions when they came up.
45442. The people would still be in need of help from someone ?—That is so.
45443. Under present conditions a number of people are forced for a variety of reasons to rely upon someone ?—That is so, unfortunately.
45444. What you are really trying to do is to organise help for all of them ?—That is so.
45445. You do not put this forward as a remedy for preventing people needing help ?—Not at all.
45446. (*Mr. Booth.*) There is quite a number of these Local and committees in the district, if I remember rightly it is central or organisation of Birmingham City Aid Society.
45447. Perhaps not all formed yet, but to be formed ?—That is so.
45448. How are they formed ? I think I gathered that they are formed by representatives of the societies that have already been established ?—That is so, the mutual aid societies that were in existence in the various parts of the city.
45449. They appoint the members of the committee ?—Yes.
45450. But you retain a form of central control by the appointment of the chairmen ?—Yes, and the branch officers, they are chosen by the central executive board and we also certify all the helpers from the centre ; their names have to be passed by us at the centre as to whether they are suitable people to help or not.
45451. You also appoint the officers ?—Yes, the three branch officers.
45452. How is the central body appointed ?—We have been appointed by ourselves at the present time, it has grown up. It was appointed at a large meeting at the council house in the first instance in which all the old officers went on, but whether the subscribers in the future will appoint them I am not quite sure, we have not considered the question as to the appointment.
45453. The plan is to retain a very considerable power of central control ?—That is so.
45454. And naturally the societies would hardly submit to that unless they themselves had some voice in the appointment of the central body ?—Yes, so many members are sent up from each branch as representatives of that branch at the present time. The bulk of them are experienced members ; we have four or five Charity Organisation members, university professors and so forth upon our board at the present time.
45455. Are the guardians represented on the central body ?—Yes, I think you will find the representation of the central body stated on the constitution.
45456. I have seen that, but I want to get it on our minutes. Are the guardians also represented on the local committees ?—Yes.
45457. The object, as I understand, is that they should co-operate with voluntary charities in the sense of working together rather than working separately ?—That is so.
45458. There are two ideals, are there not, the one to prevent pauperism and relieve the guardians of those cases that can be treated otherwise ?—Yes.
45459. And the other ideal, which I take to be yours, is joint or common action between the Poor Law and the voluntary charity ?—That is so.
45460. Do you think the joint action between the voluntary body and the Poor Law, with some mingling of their staff, is likely to be successful ?—Yes, I think so.
45461. More successful than the separation ?—Yes. I went round to one of the branches unexpectedly to find them at work, and I found the relieving officer, the Poor Law officer, the Lady Health visitor, and about five or six members of the better working-class men dealing with the cases, showing that we get help from all parts.

Mr. THOMAS OSWALD WILLIAMS, called ; and Examined.

- Mr. T. O. Williams.*
18 Mar. 1907.
45462. (*Chairman.*) You are chairman of the Aston Board of Guardians ?—I am.
45463. You have for some time been a member of that board ?—Yes, for the last six years.
45464. You have prepared a statement which we will treat as your evidence in chief, if you will kindly hand it in ?—Certainly.
- (*The Witness handed in the following Statement.*)
1. I have been a duly elected guardian for six years, and during that period Chairman of the Finance Committee and Chairman of the Cottage Homes Committee before being elected to the Chairmanship of the Board in April, 1906.
2. The Aston Union comprises some 31,298 acres within the municipal area of the city of Birmingham, the manor of Aston, the townships of Erdington and Sutton Coldfield and the rural districts of Castle Bromwich, Curdworth, Minworth, Water Orton and Wishaw and returns thirty-two members who are elected every three years.
3. The population at the last census was 312,217, and it is computed that this has grown to 350,000 at the present time, of whom 220,000 are in the city of Birmingham.
- Topography, population, rateable value, etc. of Aston Union.

Industrial
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conditions
of
Birmingham
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Union.

Particulars
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4. The rateable value of the whole union is £1,338,000, of which sum £800,000 is within the city of Birmingham.

5. The population of the union consists mainly of the working classes who find employment in the various works and factories of Birmingham and Aston, and the ordinary shop-keeping class incident thereto. The greater portion of the city gas works are within the union. The townships of Erdington and Sutton Coldfield are suburban districts, and the rural part of the union is almost wholly agricultural.

6. The loans of the union outstanding at September 29th, 1906, were £139,332, and the inmates of the workhouse for the week ending January 22nd, 1907, were as follows:—

—	Men.	Women.	Children	Total
Workhouse - - -	598	516	55	1,169
Infirmery - - -	226	198	39	463
	824	714	94	1,632
Children at Cottage Homes and Witton Hall - - -	-	-	231	
Children boarded out -	-	-	85	
do. at Certified Schools -	-	-	58	374
Adults at Institutions -	-	-	10	
Lunatics - - -	-	-	695	705
Outdoor poor relieved -	-	-	-	1,834
Total on books in receipt of relief -	—	—	—	4,545

7. A census of the inmates of the workhouse was taken by order of the Board in July, 1906, which gave this result:—

Over eighty years - - -	93
„ seventy years - - -	449
„ sixty years - - -	253
From sixteen to sixty years - -	516
Under sixteen years - - -	73
	1,384

And out of this number, whose ages were between sixteen and sixty, 187 were in hospital, 172 were epileptics, ninety-two quite unable to get their own living, eighteen single women, twelve wives of deserters or prisoners.

8. A Revision Committee sit at the union every fortnight and have before them all cases of inmates whom the superintendent relieving officer consider ought to be outside the workhouse, they having recovered from their temporary illness, or for some other cause were admitted to the workhouse. This systematic revision work was adopted some nine months ago and has had a good effect upon certain classes of inmates, and it is believed that by this means the numbers in the house are kept down to a normal level in proportion to the population of the union.

9. There are quarters for old married couples which are now always occupied, although when first erected there was some doubt whether they would be a success.

10. The cell system and stone breaking was brought into use some few years ago when the number of vagrants was excessive, but the stone breaking is not thought to be so necessary, as close working on the land and wood sawing has the desired effect.

11. The vagrants relieved for the week ending January 12th, 1907, were 249, as compared with 304 for the corresponding week of 1906. The numbers of this class of person can, I believe, be kept within reasonable bounds if the guardians will see from time to time that the labour-master keeps them at work and detains them for the full time. Personally, I am in favour of detaining them for seven days in the discretion of the master, especially in cases where he knows that they are habitual tramps. If their visits are more frequent than three times a year take them before the magistrates as rogues and vagabonds.

A genuine searcher for work should be better fed than the ordinary tramp and some means adopted to assist him to get work.

12. The cottage homes system for children is in full working order at Gravelly Hill. Some £50,000 was spent upon land and buildings for nominally 240 children. The expenditure was incurred before I joined the board and I have often enquired why such a large amount was necessary. The only reply I have been able to elicit is that the Local Government Board insisted upon so many things, and the time occupied in getting plans passed delayed the scheme for eighteen months, and then the building trade was abnormally prosperous and a high price contract to build was the result. The homes were quite full eighteen months ago, and on enquiry it was found that a large number of the children were really “ins and outs” and that the cottages were not being used for the class of children for whom they were intended. Witton Hall, which had been used as an industrial school, being in the market, I induced the guardians to purchase and adopt it for the “ins and outs” at a cost of £3,000, and the Local Government Board certified it for 120 children. This purchase did away with the necessity to build more cottage homes; at the same time a strict census of the children eligible to be emigrated to Canada was made, and in the Spring of 1906 some thirty were sent out under the care of Mr Middlemore’s homes and are reported to be all doing well. So far only twenty-six children “ins and outs” are at Witton Hall and the committee have closed two cottages. Why there should be this shrinkage in numbers the committee cannot explain, excepting that it is thought the emigrants and the Witton Hall isolation has acted as a deterrent to this class of person coming into the House with their children for a short time and then leaving only to return again and again.

13. On the question of the respective merits of indoor and outdoor relief, I consider that both are necessary. No poor person should be compelled to seek the shelter of the workhouse if there is any possible means of their remaining outside without danger to themselves and those with whom they live. Once a person has been an inmate all sense of self-independence seems to leave him, and the hopeless side of human nature asserts itself. There is no responsibility, a good bed, plenty of food, although plain, the minimum of work, a little sickness and the infirmery is ready for them. When they are interviewed by the Revision Committee the invariable answer in the majority of cases is, “I do not know where to go and sleep to-night if I go out to look for work, and I have no clothes or boots,” and upon your telling them that some will be found they ask for three days’ leave to look for work, but it means that they intend to get back without having to apply to the committee perhaps a week hence for re-admission. Some will tell you that they are working for their living inside, and do not want to leave, and the officers have in some cases urged that such and such an inmate is useful inside and if all are to be turned out there must be a larger number of officers to do the work. Against this I have steadfastly set my face, and urged the Revision Committee to treat each case on its merits quite irrespective of the utility of the person whilst in the house.

14. The classes of persons who apply for relief may be put under the following descriptions:—

Indoor:—

Aged sick and infirm with friends who are tired of them, and come into the house to die.

The same class without any friends, and unable to look after themselves.

Sick men and women requiring attention in the infirmery (married and single) who are not in any sick club, and have no means of getting proper attention at home.

Consumptive cases, men and women.

Epileptic and feeble-minded.

Lock and itch ward cases.

Remands from the police court.

Ill-treated children whose parents are in prison.

Wives of deserted husbands, and those who are in prison.

Expectant young mothers.

15. The responsibility of relatives to contribute towards the relief of those for whom they are liable cannot be too closely watched, and orders for payment obtained in very instance.

Mr. T. O. Williams.

18 Mar. 1907.

Aston cottage homes for children and their cost.

Special home for “in-and-out” children.

Emigration of children to Canada.

Respective merits of indoor and outdoor relief.

Difficulty of inducing workhouse inmates to take their discharge.

Class of persons receiving relief.

Need of enforcing contributions from liable relatives.

Mr. T. O.
Williams.

18 Mar. 1907.

Proposal to
recover
money from
liable
relatives
without
magistrate's
order.

Causes of
pauperism.

Class of
persons
becoming
guardians.

Status of
guardian
inferior
to that of
town or
district
councillor.

Scale of
relief in
Aston Union.

Details of
relief in
Aston Union.

Need of less
Local
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matters of
detail.

16. Often at the Relief Committees you find sons in receipt of good wages endeavouring to evade contributing towards the support of an aged father and mother, or either, and in the case of lunatics the relatives will resort to any subterfuge to avoid paying a fair sum towards the support of a relative for whom they are liable.

17. It is the custom at the Relief Committees to hear cases of contributory relations, and to make an order upon them which in many instances is a waste of time. No money is paid, none can be recovered until a magistrate's order is obtained. This is expensive to the party liable, but the risk is run. I am of opinion that the order of the committee should be binding in law, in the absence of notice of appeal by the party liable, say, within fourteen days of the order being made, and enforceable as a magistrate's order is under the present law. A speedy and vigorous application of the law to those who are liable to maintain their relations and will not, would be for the benefit of the ratepayer.

18. The causes of pauperism are far too numerous to be dealt with by me except in a general way. In some cases it is hereditary, in others it is the absence of "natural grit" to get on in the world, being without a trade, drink and immorality claim some portion, the old tradesman who has been unfortunate and improvident, and latterly the increasing tendency of masters to employ only young and active men in preference to those who are growing old and slow in their movements.

19. The class of persons seeking election as guardians is a somewhat delicate question. The working classes through their trades union organisation have in the last few years been able to get their representatives elected. There is also the retired tradesman class wanting some occupation, and there is a sprinkling of men who are in active business, but find the work too onerous and exacting if they are to fully do their duty. Personally, as a professional man, I give a whole day a week to Poor Law work, and I have to give more time when attending the Joint Poor Law Committee meetings for the feeble-minded and epileptic. The status of a guardian is not so attractive, and has never been recognised in the same way as a town councillor or even a rural or district councillor. In the former body a member may aspire to become the first magistrate of the city or town, and the chairman of a rural or district council becomes, *ipso facto*, a county magistrate. Not so in the case of a guardian of a union such as Aston. He may work and labour for the public good, but the honourable position of a magistrate is for members of other public bodies, of quite recent origin as compared to a Poor Law guardian.

20. The administration of relief in the Aston Union is considered to be more economical than either at Birmingham or King's Norton, whose boundaries join with Aston. The general rule is to grant from 1s. 6d. to 2s. 6d. a week and a loaf to an old person as out-relief, and in the case of a widow with children 1s., and a loaf for each child, and whenever possible the widow is expected to maintain one child. No one is forced into the workhouse who can possibly be kept outside. Medical relief and nourishment is given by the relieving officer in all cases where needed by poor persons under the doctor's orders, and it is confirmed by the Relief Committee at their next meeting. The applicant can then attend and show cause why it should be continued or extended.

21. There are five Relief Committees who control their respective portions of the union, and each guardian has a seat on one committee. They choose their own chairman at each meeting, and any question of difference is put to the vote, and the majority decide.

22. In practice the Poor Law is in some instances antiquated and out of date with modern ideas of business methods. There is in many instances far too much "red tape." The confirmation of a £2 increase in the salary of an officer or the appointment of a minor officer, the submission of plans and the general reference to London is, in my opinion, often a needless waste of time and reduces the intelligence of an ordinary business body of men to a level which may have been necessary seventy years ago. If such Local Government Board control is to be continued in the future and there is no relaxation, it will assuredly deteriorate the general tone of boards of guardians in large business centres.

23. The districts of most of the Local Government Board inspectors appear to be far too large for effective inspection and control of the workhouse.

24. The Law of Settlement should be amended so that the work of a clerk to a union should be made less complicated. Much time seems to be consumed in the endeavour to avoid accepting cases alleged to belong to another union.

25. The book-keeping of the workhouse master could be reduced without taking away any efficiency. There appears to be far too much repetition. There should be an entirely separate institution for all feeble-minded and epileptic persons apart from the workhouse, whether they are capable of improvement or not.

26. There should be compulsory classification of all inmates so that the lazy and indolent ones may be thoroughly well supervised and kept apart from the old and infirm who are unable to work.

45465. (Chairman.) You have a strong opinion that if persons once get inside the workhouse they are apt to remain there?—That is so. As I have said in my statement, once you have a person an inmate of the workhouse he seems to lose all self-dependence; the worst side of human nature seems to assert itself, that is they think: "I am here, I have a very small amount of work to do, I have good food and a good bed to lie upon, I have a doctor if I fall sick," and one's experience from the revision committee, in which I take a great interest, is that we have difficulty in getting these men to go out when once they get into the union.

45466. So that you feel some hesitation in sending anyone to the workhouse unless it is a case of bad character or rather a hopeless case, because once there they remain?—I would keep them out on every occasion where it was possible; where I knew they could be looked after in some way I would not have them in the workhouse.

45467. Just reversing that, do the ins-and-outs give you much trouble by constantly discharging themselves?—They give us a good deal of trouble, more particularly in the cottage homes, when they come in with their children and then go out again. I found when I was chairman of the Cottage Homes Committee that the cottage homes were really being much more largely used by the ins-and-outs than they were by the permanent children, hence the scheme which we evolved for dealing with them separately, with the result that we have been able to close, I think, three cottages at the present time whereas we were overcrowded some time ago.

45468. Do you want any extra powers for dealing with these ins-and-outs, the parents?—I do not think you can have any power because they have the right if they are admitted to discharge themselves; all you can do is if you take the children away from them they cannot see them so readily, I think that has a deterrent effect upon the parents.

45469. It has been suggested sometimes that it would have a deterrent influence if you had the power of keeping them in the workhouse and preventing them discharging themselves?—In cases where it is known that the parents are of vicious habits in some instances we have detained the children and allowed the parents to go about their business.

45470. Have the parents claimed the children afterwards?—Not during the time we have had them, they have been quite content, I am sorry to say, in some instances to leave them there; they thought they would be better looked after than by themselves.

45471. You are very satisfied with your cottage home system?—I am not, it is the ideal, but it is a fearfully expensive one, and I think to a large extent it has not done very much good. Of course, in saying that one must bear in mind that it has only been in existence say some seven years, and perhaps what good it may have done may be seen hereafter, but up to now I cannot discover that it has done very much except to help to get children into such a condition that we have been able to emigrate them, or in some cases to board them out.

45472. Do you object to it mainly on account of the expense, or do you think the training is bad?—I do not say I think the training is bad, but I do not think it is good, because after all, although you may call it a cottage home,

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it is an institution and it is institutional life throughout ; the children come from school and their meals are ready for them, they have a certain amount of work to do, and to school they go again, and then they come home again and their meals are ready, they go to bed at a certain time and they get up at a certain time, it is an institutional life, it is not a natural existence for a child.

45473. What do you prefer?—I much prefer the boarding-out. The children are brought up under more natural conditions in the state of life in which they have been brought up and to which they will have to go, as far as one can judge.

45474. There is a limit to the boarding-out system?—At the present time there is, but I do not think there need be if there were greater latitude given to the boards of guardians.

45475. You think you could find enough suitable foster mothers?—There is no doubt you can find sufficient homes for them if you give more latitude, but there is far too much inspection at the present time. I might give you an instance of a child that was returned to the cottage homes from the foster mother from one of the districts where we are boarding-out. The boy came up to the officer morning after morning crying to the superintendent. I said: "Well, my boy, what is the matter with you?" "I want to go back to my mother," that was the foster mother. I said to that lad: "Come here and tell me why it was you were sent to the cottage homes?" He said: "My mother had not got a shirt for me, I was wearing my nightshirt, my mother was washing my day-shirt, and the inspector came; she found it out and she said I was not to stop there any longer, so she sent me here." That is a case where that child in the ordinary way, according to its conditions in life would have had to put up with that kind of thing, it was not a reason why that child should have been sent back to the cottage home. It was a case, I think, of over-inspection or over-zeal, if you like, on the part of the inspector.

45476. You have no large schools, have you, for children?—The only schools we have at the cottage homes are more really for dots, those that are too young to go to the elementary schools in the district. We have plenty of schools in the district for the children to go to. In fact, last year we had attending the elementary schools 139, and in our own schools we had 35.

45477. Your own school being?—For little children up to say six years of age, we have a mistress for those.

45478. Where is the school?—It is part of the cottage homes, it is a separate building on the site.

45479. You would prefer to develop the boarding-out rather than the scattered homes?—Certainly.

45480. On the double plea, first of economy, and then that the training is better?—Certainly, for the class of children that come under your control, and as a further form of dealing with these children I believe very much in emigration. We have emigrated a good number and shall be emigrating again, I hope, during the season.

45481. Speaking of the persons who seek election on boards of guardians, you find that the *status* of the guardian is not so attractive as it was before, and is inferior in attractiveness to that of town councillor?—That is my opinion.

45482. What would be your suggestion; do you think the town council should take over the work of the Poor Law guardians?—I do not think so for a moment, speaking from my experience of the Birmingham Town Council I think they have far too much work to do already.

45483. Would you say that the work of a Poor Law guardian is distinct and separate from other work?—Most certainly.

45484. Are you in favour of enlarging the area, would you have one area for the whole of Birmingham?—Undoubtedly from an administrative point of view, I think it would be better if the whole of the city of Birmingham were administered by one Poor Law authority; it is an anomaly that you should have three Poor Law authorities administering in the city of Birmingham, of course it has been growing for some years.

45485. You would get uniformity in that case?—Yes, you would within the city.

45486. At present there is no uniformity, the Aston Union is supposed to be, and is more economical than Birmingham in its out-relief?—That is so, and with regard to the relief of the indoor paupers as well.

45487. It is lower per head?—Yes.

45488. Do you think the out-relief that is given in Aston is adequate?—I think that in some cases it is adequate. In other cases one would like to give them more, but there has been a scale established now for some years past, a recognised scale, a maximum and a minimum, and it has always been a kind of unwritten law that we should adhere to that, but I think in some cases there might be more done in that way.

45489. The supposition rather is, is it not, that there are concealed resources?—That is so, the difficulty which the officers tell us they have to contend with is as to whether they really get to the truth as to the position of the particular applicant for out-relief; there is generally, as they put it, something up their sleeves which you do not know of. It may be that it only takes the form of there being some relative, or they may have some good person who will help them, but they do not tell you everything.

45490. In your relief committees the members representing those localities are not in a majority?—I do not think so. We have, of course, five relief committees and we divide ourselves up according to the districts. I do not think there is any difficulty arises with them.

45491. Do the members who are on the committees represent the localities in which the relief is given?—That is so.

45492. How does that work?—We think it is an advantage; they are more likely to know something of the circumstances of the applicant than if they were in another district.

45493. As regards classification in the workhouse, that, I gather from your statement, you think might be pushed further?—I think so, most certainly.

45494. If you increased the area it would be very much easier, because there would be separate institutions?—That would be so.

45495. With regard to the law of settlement it gives you a great deal of trouble, does it not?—We have every fortnight a paper on settlement work, which is not read to us, but it is there for reference; there is no doubt at all that the two officers which we have, the clerk and the superintendent of the relieving officers, have a good deal of their time taken up in doing nothing else but settlement cases, as to whether they shall take this or that case; it involves an enormous amount of technical details which I do not think are worth the trouble.

45496. You have no working arrangement with the neighbouring parishes, have you?—No.

45497. That would simplify matters?—It would simplify matters, but they each fight for their own to the bitter end.

45498. Do you think you could abolish the law of settlement altogether?—I would like to abolish it, but it is useless, I certainly would abolish it within a certain area of certain unions.

45499. That would necessarily tend to uniformity, would it not?—Yes, I think it would.

45500. Unless there were uniformity, the people would flock to a union where they got better treatment?—Roughly speaking, I would enlarge the area so that if certain people fell within a certain area then they should come within a certain union where they may have applied, there should be no removing them as we have now, people from a few miles outside come to Birmingham and are put into Aston and *vice versa*, and the same with King's Norton, the three unions being within a very small area.

45501. (Mr. Patten-MacDougall.) A good deal of that would disappear if the three unions were unified?—It would to a large extent.

45502. (Chairman.) Coming to the vagrants, do you agree with the report which was made some time ago, by which it was proposed to hand them over to the police?—I do not agree with that. I think they are better dealt with as they are. I do not think the ordinary vagrant should be dealt with by the police.

Mr. T. O. Williams.

18 Mar. 1907.

Question of adequacy of Aston out-relief.

Assumption by guardians of concealed resources of applicants.

Details as to Aston relief committees.

Administration of relief by guardians to their constituents.

Need of further classification in the work-houses and its relation to an enlargement of area.

Trouble involved in existing system of settlement.

Proposal to increase settlement area.

Objections to dealing with vagrants.

Mr. T. O. Williams. 45503. You would discriminate between the genuine searcher for work and the vagrant ?—I would.

18 Mar. 1907. 45504. How would the genuine searcher for work be able to make good his claim ?—I do not think there is much difficulty when you put him under examination. The professional tramp always has his story ready to hand, and you have only to look at his hands and, if necessary, to look at his face to see whether he is a genuine tramp or not, because a genuine tramp is generally clean, he has taken a bath wherever he has been. The genuine searcher for work, unless he has been on the road only for a short time, you would very soon find out.

45505. You do not think it would be necessary for him to have a dossier with him to show where he had been engaged ?—I think it would be an advantage.

45506. You would treat him differently ?—Altogether differently. I would give him proper food and help him on his journey to look for work and get work.

45507. Would you take him out of the casual ward ?—I would ; I would have a separate place for him.

Aston boarding-out of children and its inspection. 45508. (Mr. Booth.) With regard to the boarding-out of children that you speak so forcibly of, are you speaking of boarding-out within the union, or without ?—In and out.

45509. Both ?—Yes.

45510. Is the inspection, as we were told in evidence to-day, the same within the union and without the union in Aston ?—When they are boarded-out within the union, the inspection really comes immediately under the relieving officer of that district, although the lady Local Government Board Inspector has the right of visiting as well ; but generally she restricts her inspection to those outside the union.

45511. She does take some responsibility also for those within the union ?—So far as I know ; it may be that that arises in this way : it so happens that the Hints district, where we have children boarded out, is immediately on the border of our union area ; there is part of Hints Association within the borough of Sutton Coldfield, and the other part is just outside ; that part which is outside does not come within our union, but she certainly does visit those that are on the border of Sutton Coldfield.

45512. I understand that she has no official duty or responsibility connected with those within the union ?—I am afraid I cannot speak positively on that point.

45513. Was the instance you gave us of the child whose shirt was being washed boarded-out within the union ?—That was outside, that was in the Bewdley district.

Comparative merits of boarding-out and cottage homes. 45514. Do you think both systems desirable ?—I do. I think anything which will keep the children away from institutional life is good. The idea of the cottage home is that they shall not think about the workhouse ; but you cannot keep the workhouse from them, but whenever you put them amongst ordinary people, as you do when they are boarded out, they forget they are workhouse children.

Inspection of children boarded within Aston Union. 45515. Have you a lady committee of inspection also within the union ?—On the Sutton Coldfield side, yes. But we have a few children who are not inspected by any committee ; they appear before the guardians so often, and we have a doctor's certificate, and they are also visited by the relieving officer.

Scales of relief and their results. 45516. With regard to out-door relief, as regards the scale there is perhaps some advantage ; you said it had been the custom for a great many years to adopt a maximum and a minimum ?—Yes.

45517. There may be some advantage in there being no doubt about what can be expected ?—Yes, I think so.

45518. That is to say those who apply know before-hand what is the utmost they can expect ?—That is so.

45519. May not that have a good effect on the efforts that will be made to help them by others ?—I think that would have the effect ; they will say : Well, if I go to this Committee I shall get 1s. 6d. a week and a loaf, or I may get 2s. or 2s. 6d. ; they take it as part of the calculation as to how they are going to maintain themselves outside the House.

45520. Therefore it is not always a question of finding out what resources they have, but the actual fact of what resources they have—the friends may help them if they know they will not get more than a certain sum from the guardians ?—I think so.

45521. Who otherwise might withhold that help ?—Yes.

45522. Therefore the knowledge of the certainty of what is the utmost they can expect would perhaps stimulate sources which are not legally responsible but who are interested in the case ?—I should think that would have that effect upon them in some cases.

45523. I see the administration at Aston on the whole is uniform from year to year ?—Yes ; as I say it has been so since I have been on the board ; there is an unwritten law that you shall have a maximum and a minimum.

45524. It has resulted in economy as compared with some of the other unions in the neighbourhood ?—We believe so.

45525. You do not recognise there have been hardships ?—No, we do not ; I do not think there has been any case but what has been treated entirely on its merits.

45526. With regard to the question of settlement if you had enlarged areas, having regard to the responsibility of settlement you would have to have a common purse within those enlarged areas, would you not ?—I think the effect would be that you would get a levelling down, I think, with those that you ought to take and those which you have taken, and *vice versa* ; the whole thing would come to the same thing, and you would save the labour and the time that is wasted, as I term it, by the clerks.

45527. I can see how you would reduce the number of cases in which you had to prove a different settlement, but for such cases as you still did prove a different settlement for, if you reduced the number of cases by enlarging the area, those enlarged areas must after all work from a common purse, must they not—they must have a common financial responsibility ?—That will be the effect of it ; but as I understand the question, if you know the area as to which you are to accept that as the settlement, the application is either, for example, to Aston or to Birmingham, or to the King's Norton union ; they go to one or the other. It may be that those who come to Aston, as it is now, may belong to King's Norton ; but if you were to keep them at Aston because they come there and are within a certain area, the same thing would also apply to King's Norton, and the same thing would apply to Birmingham ; so I think roughly justice would be done all round.

45528. If they are not within that area then they would be chargeable to the individual union ?—I think outside that you must have them come to some kind of settlement. For example we have cases of people that are removed to us which come from some of the unions in London ; they are sent to us and we could not do otherwise than accept them, and that would be so in the case that I have suggested.

45529. (Mr. Phelps.) Do you think in the three unions the conditions of the people receiving relief are sufficiently similar ?—Yes, I do, sufficiently.

45530. You think that the workhouses in the three are much of a muchness ?—Certainly, as regards Aston and King's Norton, because we have the same class of people—we have a mixture of agricultural as well as the ordinary artisan.

45531. Is the standard much the same in the administration of out-door relief, or is there more extravagance in one than in the other ?—I think at Birmingham they are more liberal than we are at Aston, and the same with King's Norton. I think in Birmingham they give them parcels of grocery as well as money.

45532. With regard to the number of people receiving out-door relief is there any difference ?—I think there is very little. We relieved last week 1,770 persons, as compared with 2,032 twelve months ago, and I believe that Birmingham relieved about the same—about 1,770.

45533. You do not think there would be ground for people choosing between them ?—I do not think so.

45534. You, of course, see in many districts it might be so, the difference in the administration might cause

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Effect of enlarging the area of settlement.

Question uniformity between Poor Law unions in Birmingham city.

that?—It does exist; there are unions where they give very much larger sums than we give for outside relief.

45535. You see it would be very difficult to extend the principle of settlement with regard to those?—If you make the population the basis of the alteration in the settlement, I think you would find it would work in most all the large towns.

45536. I see that in one of your suggestions you say you think the district of the Local Government Board inspector is too large; what have you in your mind there?—The inspector that we have to deal with, Mr. Nicholas Herbert, has to deal with Berkshire, Buckinghamshire, Oxfordshire, part of Surrey, Warwickshire, and he has to take in the King's Norton Union. I say that is a larger area than any one man can compass. He makes about one or two visits a year to our union. I say that no man can do his work, considering what he has to do by way of reports to the Local Government Board and that kind of thing; he could not possibly do it.

45537. What is your conception of the work of an inspector?—My idea is that the inspector should come to the union, and that he should not come and make a visit from ward to ward and then go away, but that he should, if necessary, stay a day or two and see some of the detailed administration of the workhouse, and assist the Master by suggestions, and that he should also attend sometimes with the clerk and confer with the relieving officers, and generally take a kind of fatherly interest, if I may so term it, in the work, stimulating those that have to carry out the details.

45538. What effect do you think that would have on visiting committees and their interest?—I think they would welcome it to that extent; they would be very glad indeed to have the experience of the officer.

45539. Do you think there is a danger of their sense of responsibility being weakened?—I do not think it would be for a moment, certainly not in Birmingham; I think we are too self dependent for that.

45540. Have you any views with regard to the training of inspectors; have you thought of that at all?—I have not; I am afraid I do not know sufficiently as to where inspectors come from, except in one instance that I happened to know, where he was mayor of the town in which he resided, and one day he blossomed forth as an inspector of the Local Government Board; I believe before that he had had, so far as I know, no training whatever.

45541. Do you think it would be a good thing if there was more inspection of outdoor relief?—I think that is better done by the permanent officers. I think that the cross visiting by the officers does all that is necessary.

45542. You think that is sufficient?—I think so.

45543. You do not think it would be a good thing if now and then an inspector went round a district?—No, I do not think that would do. If he spent two or three days in one union he could go round for a day or so with the cross visitor, possibly in that way he might do good and learn some of the cases; but generally I should say not; if he had more time to spare than he has got now he could do something of the sort.

45544. You sit on Relief Committees yourself?—Yes.

45545. Do you find the reports of your relieving officers are generally accepted?—In many cases yes, but one cannot get rid of this idea—that the officers begin by considering not what the person wants but whether the case ought not to go without. I am bound to say that they begin the other way about; they do not accept that the person is entitled to relief, but they rather try to see whether they cannot do without it.

45546. That is to say their ambition is to keep down the number as far as possible?—That is so. It has happened once or twice in my experience that we have had to say to the officer: It is not for you to say who shall have relief, but the Committee; it is your duty to bring every case before the Committee, not to put them off and tell them to come again; you should bring them before us, we will decide whether or not they are to be relieved. I am afraid in some cases that does happen amongst relieving officers; they say: It is no good your applying, you will not get anything.

45547. Do you think the authority of relieving officers is increasing or decreasing?—I think in some unions it is increasing.

45548. In your own?—In our own I think we keep it in check.

45549. What sort of class do your relieving officers come from?—We have one who has been a guardian, and of the other four some have done some kind of relief work in a temporary capacity; I think we have one or two like that.

45550. Assistant relieving officers?—Yes, they have got a little experience.

45551. Do you think it would be better if they had had more training?—I think it would be a good thing if they had had a little more training. I think what they want really is to judge more of character, than of the evidence which they have put before them.

45552. Do you think that it is true of officers generally under the Poor Law that they are rather wanting in knowledge?—I do not think I could answer that question, because my experience is limited to Aston.

45553. Take the officials in your workhouse and in your schools, for instance?—I think that generally we have a very good class of officers throughout the union.

45554. Do you think that the basis of the Poor Law service could be improved?—Yes, I think something might be done. I think it would be a good thing if they had to pass an examination, or something of that kind. Amongst themselves they have an association, and they do something, I think, to mutually aid each other. They have a means of disseminating knowledge amongst themselves, which is of advantage; but I think they do not pass an examination or anything of that kind.

45555. Do you think it would be better if there were more mobility among them?—I think it would be better.

45556. Do you see any way of securing that or bringing that about?—I think it could be brought about amongst themselves. I think the Poor Law Officers' Association certainly might do something, if, for instance, they had a charter and they were a recognised association. I think there has been some movement in that direction, and I think it would be an advantage, because then they would be recognised as officers having experience.

45557. How would that facilitate mobility?—I think they would have the advantage of meeting together, and it might be that they would have to face some kind of probationary term before they advanced to a better stage in the Poor Law service. I think that could be brought about.

45558. Do you think it would be a good thing if, for instance, the three unions you are interested in could exchange masters for a time?—No, I should object to that.

45559. Do you think it is a good thing that a master should stay all his time at one large workhouse?—They only stay as long as it suits them. They move on as quickly as they can if there is more salary about.

45560. After a certain age there is not much chance of moving is there?—Then I think in most cases their position becomes so uncomfortable that they resign and take their superannuation.

45561. (Mr. Lansbury.) I understand you are very much in favour of removing children from the Poor Law?—Yes.

45562. Would you be in favour of handing them over entirely to the education authority so as to prevent any risk of contamination by the Poor Law?—To do that you would have to reconstitute the education authority as it now exists, would you not?

45563. Why?—For instance, they have no institutions of any kind except in their schools.

45564. Could they not take over from the Poor Law institutions which were needed, these cottage homes of yours, for instance?—They might be able to do it in that way. That is a new phase of the subject which has never occurred to me before. I am not prepared to say that it would be a good thing, or otherwise.

45565. You are a strong believer in boarding out, are you not?—Yes.

45566. Would there be any objection to the education authority paying the money, either to the foster-mother

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Question of extent to which pauper taint is removed by boarding-out of children.

or to the proper mother of the child?—I do not think there would be any objection to that. I think it would only be a distinction without a difference.

45567. In the one case, I understand, certain of your children come before the guardians occasionally, and then they are inspected by a doctor?—Yes.

45568. Do you not think they are known, in the villages where you board them out, as the "Aston children"?—I think that is not the case in the villages, because they do not come before the doctor in the villages where they are boarded outside the union; it is only within the union where they are examined by a doctor.

45569. But they are inspected outside the union, are they not?—They are inspected outside the union, but I do not think people ever think of them as Poor Law children.

45570. Have you visited them?—I have not done so myself. I have not been on a deputation, but several of the guardians have been, and they go once a year.

45571. You do not know whether it is a fact that when you do go and visit them the people in the village tell you where the Aston children live, for instance, and where the King's Norton children live?—I do not think they know.

45572. If that were so, you can hardly claim that you have removed them from the Poor Law taint, when everybody knows that they are Poor Law children?—You have removed them from the workhouse influence anyhow.

45573. But that is not all that is involved in the taint of pauperism, is it?—I think it is the basis of everything.

Medical staff and facilities for operations in Aston Infirmary.

45574. (Mrs. Webb.) It has been suggested to us that some of the Poor Law infirmaries are rather deficient in the specialist staff, especially for surgical operations; what staff have you got for surgical operations?—We have a resident medical officer and we have an assistant. We have a proper operating room in which the medical officer undertakes all minor operations, and I think in one or two instances he has even attempted major operations. Certainly all minor operations are done efficiently, and we have a doctor who comes in in order to administer the anæsthetics as often as may be required.

45575. What about the major operations?—We do not have many major operations, and I think that with very few exceptions they do not come to us.

45576. But supposing a serious major operation was sent into you, who would do it?—Our medical officer would do it, with such assistance as he might think necessary from outside.

45577. Do you think that quite satisfactory? It has been represented to us that in some cases that is not a satisfactory arrangement?—From experience we have found it very satisfactory; in fact our medical officer has carried out some very serious operations, and the people are alive to-day to tell the tale.

45578. What sort of qualification has he? Is he a Fellow of the Royal College of Surgeons?—I am afraid I cannot tell you exactly at the present moment what he is, but we thought his qualification was quite sufficient for the purpose for which we appointed him. He has been with us now for some two or three years.

45579. You do not think that for big operations you ought to have some consultants as they have at an ordinary hospital, say?—If the medical officer suggested to us that it would be necessary to have a consultant in a particular case we certainly should welcome the suggestion.

45580. But of course he would not naturally suggest that he was incompetent to do a thing?—He would not suggest that he was incompetent, but I think he would very quickly suggest that it was a case where he would not like to take all the responsibility.

45581. And you are quite satisfied with the arrangement?—We are quite satisfied up to now. We are in this position, that any interesting case or serious case certainly goes to the general hospital. The general hospital in Birmingham or the Queen's Hospital to-day, will take any case which is interesting; but if it is not interesting and it is a Poor Law case, they very quickly send it on to our infirmary.

45582. It might be important, but not interesting?—Medical staff. That is true, but when I say interesting I mean it is interesting from the medical point of view, and I assume that if it is interesting it must be serious.

45583. Do you know whether your medical superintendent who does these operations has the double qualification of surgery and medicine?—I am afraid I cannot tell you accurately, and I should not like to mislead you.

45584. Could you get us his qualification?—Certainly, and I will let your Secretary know, if you like.

45585. (Dr. Downes.) Are you aware that it is obligatory on the medical superintendent to have the double qualification; if not, you may take it from me that it is so?—I think you may take it as a matter of fact that that was thoroughly investigated at the time of his appointment. I do not myself remember exactly what his qualification is, but I think it was sufficient for the purpose. It passed the Local Government Board, and therefore it must have been satisfactory; but I will let you know exactly what it is. (The witness subsequently stated that the qualifications of the two medical officers of Aston Union are as follows:—Dr. Birchall, L.R.C.P., L.R.C.S., L.F.P.S.G.; Dr. Ruston, M.B., Ch.B. (Aberdeen), D.P.H.)

45586. Do you subscribe to the general hospital?—The board do. We send them 15 guineas a year. They grant us no tickets for it and we have not the right of sending in a case. It is a sort of recognition for casualty cases and that kind of thing.

45587. Your intention is that the more serious cases would ordinarily go to the general hospital for operation?—Yes.

45588. Have you any complaint of the surgical treatment in your infirmary?—None whatever; on the contrary.

45589. In Paragraph 7 of your statement you say you have 172 epileptics in your workhouse; are those of sound mind, or would that number include the unsound?—They are mixed together. There are some who are quite silly, and there are others who are only subject to fits on occasions.

45590. Do you know how many imbeciles you have—approximately?—I do not think, speaking from memory, our imbeciles, all told, men and women, would be more than a third of this total.

45591. Referring to the Local Government Board inspection, what sort of details do you think the inspector should go into in order to assist the master?—I think he could assist him very much in what I should term the general administration; for instance, when he attended our board the other day he pointed out that in his opinion there was far too much liberty given to some of the adults, and that there was too much mixing up amongst the one side of the house and the other. He thought that something might be done in that way to change the aspect of the house, and that the men might be kept more in their quarters. I think it would sometimes stimulate the master to be a little more severe with them than possibly he might be inclined to be at other times.

45592. If he came in too often would he not relieve the master of responsibility?—I should not suggest that he should come too often.

45593. You recognise that there should be a mean in the matter?—Yes, certainly; you must strike a happy medium, of course.

45594. With regard to out door medical relief, in your union do the guardians ever have any review of the outdoor medical relief?—Not of the outdoor medical relief, because it is so constant. You have the relieving officer say: "Mrs. Smith has had a medical order during the week," and it is passed without a question. She may have gone to the doctor and had a bottle of medicine, and there is an end of it.

45595. What check have you on the abuse of your outdoor medical relief?—Nothing but what the officers can control. We do not consider that there is any abuse, I think, in practice. We believe that if poor persons are in want of medical relief they should have it without any difficulty.

45596. Have you ever heard it alleged that the system in your union deters people from coming for medical relief?—I should think it would have the contrary effect.

45597. What would be your ground for thinking the contrary?—The numbers of cases we have every week. If there is any deterrent at all, I should think it would be

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Question of adequacy of surgical treatment in Aston Infirmary.

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Proper functions of Local Government Board inspector.

The facility of medical out-relief in Aston Union.

Question of deterrence of medical relief.

where the doctor—I have one in my mind—would otherwise say: "This is a case for treatment in the infirmary."

45598. Are your district medical officers whole-time men?—We have one or two, I think it is, who give the whole of their time, but the others have their private practice in addition.

45599. What is your opinion of the whole-time system?—I think the whole-time system is the better of the two; I prefer it myself.

45600. Do you secure the services of the same men for any length of time, or do they come and go?—There has only been one change (and I think that was through superannuation) since I have been a guardian, that is within the last six years. I think it is too profitable for them to change, if they can avoid it.

45601. Do you know whether medical fees are suspended in your union for operations or for midwifery cases?—We pay 10s. for every ordinary confinement case, and we give, I think it is as much as £2 where it is a complicated case.

45602. Do you find that the fees are increasing?—No, I could not say that.

45603. You speak of the book-keeping in the workhouse, and you consider that it could be reduced?—Yes.

45604. Could you give us any suggestions as to the manner in which it could be reduced?—I should not like to do so off-hand, but if you would wish to have that I will make a special point of getting some information on it.

45605. I think you have professional knowledge of book-keeping, have you not?—Yes.

45606. Then personally I should welcome a short memorandum upon that subject if you could give us one?—If it is the wish of the Commission I should be very pleased to do that. What was in my mind was this, that at our cottage homes our superintendent said there was a certain amount of repetition work which he had to do.

45607. (Chairman.) As that is a matter on which you can speak with great authority, I think, we should be much obliged if you could get that information for us?—Thank you; I will undertake to send you a paper. (See Appendix, No. XXII. (A).)

45608. (Mr. Gardiner.) As regards the system of classification which you favour, it is by character, I understand?—It must be by character.

45609. Is it inside or outside the house?—It must be inside the house. You must know the antecedents of the person you have to deal with, as you have people who practically live inside the house, going out in the summer-time for a month or two and then coming back again.

45610. So the classification would be according to their conduct or according to the reputation that they make by their conduct inside the house?—Yes. I think those who come to the union in the first instance should all go into the first division, and then they would go up into a better division according to their conduct.

45611. Does your whole-time medical officer do the vaccination work, too?—Yes.

45612. He does it all?—He does; and makes a very handsome income out of it.

45613. Does he do the midwifery work?—Yes.

45614. Is he assisted in any way?—No, he does it all himself. He is a most competent person.

45615. Does he do all the midwifery himself?—Yes.

45616. Does he not pay anyone to assist him in taking a case?—I think he pays a medical man to assist him in his vaccination cases. I think he had one year something like 1,400 cases.

45617. But he does not have any one to assist him in midwifery?—Not in midwifery, and I do not think it is necessary, because he can do it all.

45618. Sometimes we have heard of their having paid midwives, and of the officer only being sent for in cases of emergency?—He may have done so, but it would not come under our notice in any way.

45619. I suppose you would object to it if it did?—We should object to it, certainly.

45620. It would be a very serious thing, would it not?—Yes.

45621. But as far as you know it, does not go on?—It does not go on at all as far as I know.

45622. Is there any co-operation between the outdoor medical officer and the indoor medical officer?—None whatever.

45623. So that when a case goes into the infirmary it is diagnosed entirely afresh?—Entirely, except that the medical certificate states the complaint of the person you are going to admit. But I do not think that influences the doctor; he takes the case on its merits.

45624. So the treatment may be entirely reversed?—It might be reversed.

45625. Would you favour your infirmary becoming a medical school?—No, I do not think I should. I should not like the idea that these poor people coming into the house should be the subject of experiments.

45626. You do not think public opinion thus introduced would be an advantage to the institution as a whole?—I do not think it would. I should not like that.

45627. (Dr. Downes.) Would your opinion as to the use of the Poor Law infirmary for educational purposes be modified if the students were restricted to their last year, or to men who had already taken some degree?—Generally speaking I should think it would be a very wrong step to take. I think it would altogether upset the discipline of your infirmary.

45628. (Mr. Gardiner.) And you do not think the poor would get any benefit from it?—I think it would be to the disadvantage of the poor, and I think there would be great prejudice amongst the poor coming into the institution if they thought they were going to be the means of experiments on the part of these people who were having a year's experience.

45629. (Dr. Downes.) What experiment do you think could be carried out?—With every young medical officer it must be more or less a matter of experiment in his work. He must make experiments like everyone else in order to get experience.

45630. But there is a difference between experiment and experience, is there not?—There is a little difference. I am speaking now of the general tendency of public opinion. They would look upon it that the paupers were being experimented upon by the young medical officers.

45631. Does that objection apply to a general medical officer?—It does in some cases.

45632. Within your own knowledge?—Yes, within my own knowledge.

45633. (Mrs. Webb.) Might I ask whether the poor object more to going into a general hospital than they do to coming into your infirmary?—I think that they would prefer to go into the general hospital, because it is not a Poor Law institution.

45634. So they do not object to going into the general hospital?—I do not think so.

45635. In spite of there being students there?—I do not think they do. They think in that case they would go in there, but I think it would be a different thing with the workhouse infirmary. You have a difficulty now in getting some poor people to go into a workhouse infirmary, I think simply because it happens to be a workhouse infirmary.

45636. Because it is under the Poor Law?—Yes.

45637. But you do not have any difficulty in getting them to go into a general hospital where there are students?—We do not have the opportunity. They do that on their own account. It does not come to our cognisance in any way.

45638. (Chairman.) Why should experiments under proper control be more risky in the infirmary than in the general hospital?—I do not think it would be more risky. I am rather speaking of general policy and of the general impression that it would make on poor people and of the dislike that they have for that kind of thing.

45639. Do you think that the sick poor mind their cases being made the subject of special investigation; is it not rather the other way?—I think if a poor person thought he was going to be sent into a school of medicine or a school of surgery—because that would be the effect of the

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Lack of co-operation between workhouse and district medical officer.

Question of making Poor Law infirmaries medical schools and attitude of patients thereto.

Comparative attractiveness of voluntary and Poor Law hospitals.

Attitude of patients to medical students.

Question of making Poor Law infirmaries medical schools, and attitude of patients thereto, etc.

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Question of
making Poor
Law infir-
maries
medical
schools,
and attitude
of patients
thereto, etc.

question that was put to me—he would say: “I prefer to bear my sufferings outside; I know the end of that, and I won’t go inside.”

45640. If, after all, the infirmary was only on the same footing as the general hospital, what then would be the objection?—I think there would be an objection from the point of view of the proper control of the infirmary as at present constituted.

45641. Of course if the idea was started that because a person was a poor person therefore treatment would be attempted on him which would not be attempted on the well-to-do, then I could understand that it would be natural; but would not the prejudice be more from the rumours that had started, than from anything they had actually known?—Unfortunately, poor people judge more or less from prejudice; that is one’s experience. There is a prejudice against the workhouse, there is a prejudice against the infirmary—though you may call it an infirmary, or what you will, they still have the idea that it is the workhouse; and if, in addition to that, you are going to call in young students who are known to be getting their experience, you will find it will increase the prejudice and the poor people will suffer in consequence. That is my impression.

45642. (Mr. Benthams.) Are you on the committee of the general hospital in Birmingham?—No, I have nothing to do with the general hospital.

45643. Therefore you have really no knowledge whether these people have a prejudice against going into the general hospital or not?—No, I have not, except that I know from reputation that where there are cases which require very careful operation they are able to get into the general hospital; but, on the other hand, if a case is in the general hospital and it turns out that it is a Poor Law case, they as quickly as possible remove that case to the Poor Law institution.

45644. (Mrs. Bosanquet.) I think you said you emigrate a great many of your children?—Yes, we do.

45645. At what age do you do that?—I think the Local Government Board say we can go down to as low as five—between five and fourteen; but we think five rather too young, and we generally send them from about eight up to thirteen.

45646. By what means do you do that—through what agency?—We have emigrated some through Dr. Barnardo’s agency, but latterly we have done so through the homes of Mr. Middlemore.

45647. Is that a Birmingham institution?—Yes, it is an institution for waifs and strays.

45648. Do they report to you on the children?—We pay a fee to the Local Government Board of, I think it is, £1 5s. for three years, and we have a report twice a year from the Dominion Government inspectors. The reports on our children have been remarkably good.

45649. You have not had to bring any children back, have you?—Not one.

45650. With regard to the boarded-out children, what would be the procedure of the inspector if she wanted a child removed?—She gives notice to the Committee that a particular home will not be recognised and that the child must be removed from the custody of that particular mother.

45651. Can it be brought back and sent to the cottage homes without the guardians’ knowledge?—I think the effect of it is that on the disapproval of the lady inspector of a particular home the only thing to do is to send the child back, unless we are able to find another home to remove the child to. If the Committee can find another home they send it there, but it is sometimes difficult to get the child removed from one mother to another, and so it is better for it to come back to the cottage home.

45652. Do you think there is a scarcity of boarding-out homes?—There is in some cases, outside the union.

45653. The inspector might perhaps have been able to say something more than the boy did about it?—Possibly so. I told you exactly what the boy told me, because he came crying to the superintendent and said, “I want to go back to my mother.” It is astonishing what affection these children who are boarded-out have for their foster-parents.

45654. (Mr. Chandler.) I see you have eighty-five Boarding children boarded-out in private homes in your union, allowances according to Paragraph 6 of your Statement?—There Aston Union are eighty-two at the present time.

45655. What is the amount per week paid by your board for those children?—4s. per week and 10s. per quarter for clothing, which I think is quite insufficient.

45656. You stated in answer to the Chairman that provided there was less inspection and more money allowed there would be no difficulty in finding private homes for the remainder of your children, which I see number 231 in your Cottage Homes?—Yes. I should like you to be quite clear as regards that. We are restricted by the Local Government Board to boarding-out certain classes of children; there are some we are not allowed to board-out.

45657. You followed up that point by giving us an illustration of a child who had been removed because his foster-mother was washing his only shirt; and you said you did not think that was a sufficient reason for taking the child away?—I do not think so.

45658. Do you not think that if the strict inspection and the strict regulations were removed there would be a serious danger that these children would be ill-treated, because as a fact the foster-parents do not take them out of love for the children but do take them more with the idea of getting a little money out of them, which it would be very difficult to get out of the 4s. even?—I do not think that that applies at all. My impression is that the people who take these children take them because they want children. They have not any of their own in most cases. What I intended to convey was that the particular form of inspection which takes place, in my opinion, is unnecessary. Inspection is necessary, but not that particular form. For instance, I should think it was very unnecessary for a lady inspector to take a child and strip it. I should say that was quite unnecessary, but it has been done.

45659. (Mr. Loch.) Why do you think it is so unnecessary?—You can judge sufficiently by the looks of a child as to whether it has been properly nurtured and cared for, without stripping it. I think it is an interference to strip it; the mother would resent that kind of thing, and then you get a difficulty at once as to taking these children.

45660. (Sir Samuel Provis.) The inspector might find clear signs of the child having been beaten if she stripped it?—A good beating does not hurt a child.

45661. That is a matter of opinion?—It never hurt me, and I have had many a thrashing.

45662. (Mr. Loch.) In your 13th paragraph you point out how little the workhouse acts as a deterrent. You say there is no responsibility, but there is a good bed, plenty of food, a minimum of work, and so on. Granted the evil, what is your suggestion?—The only suggestion is classification. What I may call the ne’er-do-weel class, which I am referring to in Paragraph 13, should be put into altogether a different part of the workhouse to the others. They should be treated somewhat in the way that I would treat the tramps. They ought to be cut getting work, and if you have to maintain them I would make their life as hard as possible.

45663. Why cannot you do that now?—There are difficulties in our union at the present time. We are very much over-crowded I might say, just now, and there would be a difficulty in doing it.

45664. This evil is not of yesterday; it is a standing evil; supposing you had the problem before you now, labour what would you do?—I think that I would like to have an altogether different institution, away from the general workhouse. I would have a place for these ne’er-do-wells, and keep them by themselves; in other words, I think I would really have a labour colony.

45665. You would propose for yourselves and other unions in the neighbourhood to have a place to which all that class should be sent?—Yes.

45666. Apart from those that you can call ne’er-do-weels, are there not a great many who are unmistakably lazy?—Those are ne’er-do-weels.

45667. Would you send all those who did not work to that institution?—Yes, all of them.

Emigration
of Aston
Poor Law
children.

Procedure
for removal
of boarded-
out children
from foster-
parents on
report of
Local
Government
Board
inspector.

Alleged
over-zeal of
boarding-out
inspector.

Alleged over-
zeal of
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inspector.

Motives of
foster-
parents in
accepting
boarded-out
children are
question of
over-inspec-
tion of suc-
cessful children.

Need of
classification
in workhouse.

Proposed
labour
colony for
able-bodied
etc.

Proposed
labour
colony for
able-bodied
etc.

45668. Would you invite them to hard labour as it were, in order to get rid of them?—Yes.

45669. And then they would support themselves?—I think they ought to support themselves.

45670. Practically it is a better adaptation of the workhouse that you want?—That is so. I would have more elasticity in that respect, and I would have power to detain those people for a certain time.

45671. But you would combine that with labour a colony?—I would.

45672. Only you would want an alteration in the Orders?—Yes.

45673. Is there anything else you would want an alteration in the Orders for to carry out your plans?—I do not think so.

45674. Would you be prepared to offer the House in all these cases?—Yes.

Question as
to wives of
able-bodied.

45675. What about the wives?—In our union we do not have very much difficulty about them. In many cases the men that we have are without wives; they are either widowers or they are bachelors. In some cases the wives would come in, I think, but not very many. The men that I refer to that come before the revision committee are generally single men.

Objection to
transferring
Poor Law
to health
authority.

45676. Then with regard to the control of Poor Law relief, you are not in favour of having the matter handed over to the municipality?—No.

Inferior
status of
guardians.

45677. Yet I take it from Paragraph 19 of your Statement that you are not quite satisfied with the present state of things, for you say "The status of a guardian is not so attractive" and so on?—Yes, that is so.

45678. Again, have you any suggestion to make by way of improvement?—Do you mean improvement in the class of people seeking election?

Proposal to
increase
prestige of
guardians by
decreasing
Local
Government
Board
control of
details.

45679. Yes, in the direction that you want obviously for your purposes?—I think if it were known that the guardians had as much liberty to conduct the affairs of the union as a town council have to conduct the affairs of the city or of the town, you would raise the status of your guardians and they would take more interest in the work.

45680. Do you mean that the central body should be more advisory than absolute; is that a fair way of interpreting what you say?—No; I think it should be more administrative in its own capacity and less controlled by the Local Government Board.

45681. Then your central body would be more advisory than controlling; would that be the effect of it?—I am afraid I do not gather what you mean by the central body.

45682. By the central body I mean the Local Government Board?—I think they should not interfere in all details of administration, but should leave those to the discretion of the guardians when duly elected by the people. The guardians have to raise the rates and they should have the spending of them.

45683. Supposing that under that arrangement very great abuses arose, we will say that the number relieved was so remarkable as to call public attention to it, what would your position be and what would you then desire as far as the Local Government Board are concerned?—They would have the same means as they have now of dissolving the board if it was found to be necessary.

45684. You would leave them with that power?—Yes.

45685. And the power of having an official inquiry?—Yes.

45686 (*Sir Samuel Provis.*) Are you aware that the Local Government Board have no power of dissolving a board of guardians?—They can certainly order an inquiry, as has been done in a recent case.

45687. (*Mr. Loch.*) Does not your position really lead to this, almost, that you would abolish the orders?—To a very large extent, yes, I would.

Inferior
status of
guardians
and reasons
therefor.

45688. Do you think that by giving greater freedom in this sense people would think it better worth while to act?—You would raise the status of your boards of guardians. The guardians as a body are looked upon

as a very inferior kind of men; they are looked upon as oppressors of the poor.

45689. Is it not almost very likely that that is due to another cause, namely, possibly because they are dealing with the very difficult problem of settlement in individual cases, in regard to which there is a constant prejudice arising?—I do not think so.

45690. I attended an out-relief committee, and I saw that certain cases got 2s. 3s. or 4s., and possibly many others may get less; very likely the question may largely depend upon points of detail which are hardly before the committee; do you not find that there is ill-feeling arising out of that?—No, I have not found it so.

45691. Have you ever thought whether any different system of franchise, as it were, could be adopted in the case of the election to boards of guardians by which each class could be represented, or by which different house-rates could be adopted, so that you could get a mixed board in that way?—I have not thought of that. That is rather in the days gone by—I think never to return.

45692. You think there is no possibility of adopting any middle system?—I think not—not now. We have gone so far forward with democracy that I think we must go on now.

45693. Have you ever thought of any other still more narrow scheme; do you think it is at all possible to have a commission of two or three to manage the relief work?—No, I should think that would be wrong. You would then be putting patronage to a large extent into the hands of a few people.

45694. And they could not be trusted with it?—There would certainly be the suspicion, if there was nothing else, that it was patronage.

45695. Then on the whole your remedy is simply that one of enlarging the liberties and otherwise leaving the matter as it stands?—Yes. For instance, it cannot be necessary when a board have before them the recommendation that a certain officer should have an advance of £3 or £4 per year, that you should grant that, subject to its going for sanction to the Local Government Board—a central institution that absolutely knows nothing of the circumstances except what is conveyed to them. These kind of things are absurd on the face of them to an ordinary business man.

45696. One sees that shillings and 2s. are sometimes given in outdoor relief when, we presume sometimes, that the whole of the evidence on which that gift is made is not before the board; otherwise obviously 2s. would not suffice. Do you think the giving of these 2s. makes very much difference? Supposing they were withdrawn, would much evil happen?—I think in some cases then you would find the poor person coming into the house. I think the 2s. is just the difference between keeping them out and their coming in; it is something by which they can get along; it helps them out.

45697. Have you ever thought whether the inquiry can be made more effective? I was on one of your relief committees, as you know, and these questions suggest themselves to me. Could the inquiry system be so improved as to suggest some plan of help rather than merely a gift of money?—I do not think so with the class of people we have. I do not think much could be done in that way. I think the effect would be possibly that you would have more officers, and less relief given to the poor.

45698. But then your relief would not be, as it is now, almost invariably—a small dole—would it?—I think the effect would be that possibly we might say that that person ought to be inside the house.

45699. Rightly or wrongly, do you mean?—I think that would be the effect of it.

45700. Does it not occur to you that in some of those cases it is rather pitiable to leave the people just as they are with 2s. or 3s., and that it might be possible otherwise to pull them through, and bring them back to self-support?—In many cases, with the aged, I do not think you could bring them back to self-support. In the case

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Question of
altering the
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The effect of
inadequate
out-relief.

Effects of
increasing
investigation
into Poor
Law cases.

Question as to
effect of in-
adequate out-
relief.

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18 Mar. 1907. of widows who are left with, we will say, two or three, children, the help you can give them by way of money and bread ensures two things—house rent and some food—and then, with their own assistance, they are able to do the rest.

45701. Do you think it covers the house rent?—It would in the case of a widow, say, with four children. She would have for example 4s. and four loaves, which would roughly cover the rent.

45702. Have you ever worked on the lines of a broad inquiry, and trying to help on some set plan as you go along?—No, we have not in this union.

45703. You have not worked on any Charity Organisation Committee where you have seen that method employed?—No, we have not.

Question of examinations for Poor Law officers.
45704. In reference to the examinations and so on, you referred to the Poor Law Officers' Association; do you think it would be a good or a bad system by which the association itself should be the examiner?—I think the examination should be conducted outside; I think it would be better done in that way. Of course retired Poor Law officers might undertake that work, but generally I think that it should not be done by themselves. I am thinking now particularly of what happens in my own institute of chartered accountants. I think we have those who examine on some subjects who are members of the institute, but on other subjects the examiners are outside the institute.

45705. If the Poor Law Officers' Association really became stronger than it is in the public eyes, something similar would have to be done, would it not?—I think so, certainly.

Scales of relief and their effects.
45706. About the scale, you are intending to go on with it, I think?—At present, yes.

45707. But not as a permanent arrangement?—That depends on how much we are to increase the rates. We have to work to the rates.

45708. I am referring to your previous answers. It is not a question in your mind as to whether it is a good system or not, but whether you should put more money on each step of the scale?—It is whether it would increase the rates. We must have regard to the class of people from whom we draw these rates. In many cases they are very poor people themselves.

45709. It seems to me that you admit the position that you are guided in your administration of relief, not by what one may call the needs of the case but by your money scale?—We have to judge the case upon its merits as far as we are able to, having regard to the fact that we never give more than so much.

Question of co-operation between voluntary hospitals and Poor Law.
45710. You have no suggestion to make by which the hospitals could co-operate more closely with the work-houses than they do, have you?—I do not think myself for a moment that the hospitals would co-operate. My impression is that the medical profession would object very strongly.

45711. If you found that they did not would you be in favour of it, I mean would you be in favour of the same class receiving outdoor relief that are receiving outdoor medical relief?—I think certainly something might be done in that direction. Some kind of co-operation might be brought about, but I am not prepared to say off-hand what form it should take. I am afraid there would be practical difficulties in what you have suggested.

45712. *Primâ facie* you see no reason why there should not be more co-operation between the two bodies?—That is so. The difficulty would possibly arise more from prejudice than from anything else, the one being supported by voluntary contributions and the other being supported by the Poor Law.

Alleged over-zeal of boarding-out inspector.
45713. (*Mr. Patten-MacDougall.*) I should like to ask you something about the procedure with regard to the case of the boarded-out child of which you told us. The child came back to the cottage homes crying and desiring you to take him back to his mother; did that follow upon a report by the lady inspector?—Yes.

45714. Were the board of guardians consulted in the first place?—No.

45715. The lady inspector's word was taken, then?—Alleged. The lady inspector reported to the committee that that was not a desirable home for the child, and they, having no other home for it at the time, simply returned it to the cottage home.

45716. Had the committee or the board of guardians no power in the matter when the lady inspector reported in that way?—I think not. It was a home which was condemned, as far as I know, by the lady inspector, and that was an end to the case. The child was removed.

45717. It was not a case of a report by the lady inspector being submitted to the board of guardians for their observations?—No. We knew nothing about it. The child simply came back.

45718. (*Sir Samuel Provis.*) This, I take it, was the action of the committee themselves upon the suggestion of the lady inspector?—Of course. They had not another home and the child had to come back. The cottage home was the best place for the child.

45719. It was not a compulsory action on the part of the inspector, but it was on her report to the committee, and the committee taking action upon that, that it was done, was it not, at least that is what I imagine would be the case?—Yes, it was so.

45720. (*Mr. Patten-MacDougall.*) My point was rather whether the board of guardians had any voice in the matter?—They had no voice. Possibly the report would be, "You must take this child away," and the child was at the cottage home before we could take any action.

45721. And it remained there?—It remained in the cottage home.

45722. Had you no power to send it back to the foster-mother after inquiry and investigation?—We should not like to put the committee into a difficulty, because they are a voluntary agency outside our board. That was the end of the case; we were bound to take the child back to the home.

45723. I see from your paragraph 6 that you have eighty-five children boarded out; how many do you board with one foster mother, if there is any limit?—I think the limit is two, and those must be brother and sister or two brothers. Details of boarding-out of children in Aston.

45724. Do you board them out as a rule in the neighbourhood of the union?—No. There was a meeting of the Boarding-out Committee last Friday. There were fifteen of the Hints Committee—that is within the union (that happens to be on the borders of Sutton Coldfield) and with the same committee, but beyond the union, nine; at Bewdley we have forty-three, and at Stone we have five. That would be seventy-two altogether.

45725. Do you regard it as essential that when you board them out you must board them out within a certain accessible distance from your union?—We do regard that as essential, but of course we have had, to some extent, to be guided by the Ladies' Committee that we can get together to work it. It is rather difficult to get them, but then we are fortunate in having the assistance of Mrs. Tangye in the Bewdley district, and so we have been able to find homes for the large number of our children.

45726. On principle do you see any objection to their being boarded out at a distance from the union?—I think from the point of view of the welfare of the children they are better away from the union. The less they are accessible to any of their friends the better it is for the children. Question of advisability of boarding out children at a distance from their union.

45727. Would you approve of their being boarded out at some distance from the union?—Yes.

45728. Where they would not be accessible to the parents?—Yes. But where they are orphans, I do not see why they should not be boarded out within the union.

45729. Within the union of course the inspection is different to what it is outside the union?—Yes. Inspection children boarded-out within the union.

45730. Do you think that is desirable? Do you see any reason for the inspection being different within the unions from what it is without?—Within the union they come before the relieving officer. He has to visit once in three months and make a report to the board or to the

relief committee. They have also to be presented to the doctor so that he may certify that they are in good health. Then occasionally we ask for them to come up to the union.

45731. Do you consider that it would be desirable in the case where you board them outside the union, some distance off, that communication should be made to the Poor Law authorities of that union, in order that their eyes may be upon the children who are there?—I think that that, in some cases, would be an advantage; I think it might guard against any abuse.

45732. Then if the children were being ill-treated or abused in any way, that would be certain to come before your notice?—Yes; but I think if any child was ill-treated under any conditions it would be sure to come before the Poor Law authorities in some form or other.

45733. (*Sir Samuel Provis.*) To take that point a little further, do you think that if one board of guardians had children boarded in their union from another board of guardians, they would look upon them in the same kind of way that they would if they were their own children?—I think they would do what was necessary. There is a continuity of interest, I think, in that regard amongst them.

45734. It has not generally been found quite so in the case of non-resident relief, has it?—We do not find any difficulty with non-resident relief. We accept all cases and we never question them.

45735. Unless you had some systematic arrangement as to the inspection of the boarded-out children, a case of ill-treatment might go on for some time without being called to the notice of boards of guardians, might it not?—Of course there should be some kind of inspection, say once in every three months, during the time for which the relief would run.

45736. Has not there been a feeling that it is not desirable that Poor Law officers should be brought in contact with the children boarded-out beyond the union, one of the objects being to keep them apart from the Poor Law?—Then you must rely upon your voluntary committee to take up these cases.

45737. And the Government inspection?—Yes; but the less the Government inspection, and the more you have of your voluntary agencies, the better.

45738. Are you aware that before this Government inspection took place instances of ill-treatment occurred, and that was the reason why it was instituted?—In some cases that might have been so, but I think they were isolated cases.

45739. Do you know, as a matter of fact, whether it was so?—I do not know.

45740. This Government inspection is comparatively modern, is it not?—Yes; the inspector has not been appointed very long.

45741. But you are not aware yourself of the circumstances attending the appointment?—No, I am not aware of the circumstances.

45742. Taking another point you have suggested, namely, that a guardian is not recognised in the same way as a rural district councillor is, have you in mind the fact that the chairman of a board of guardians is not made a magistrate, and the chairman of a rural district council is?—Yes.

45743. Do you think that the arrangement under which the chairman of a district council is made a magistrate has a good effect upon the *personnel* of a rural district council? Do better men become rural district councillors on that account?—I think so.

45744. Rural district councillors are, *ipso facto*, guardians, are they not?—Yes.

45745. Do you find that the rural district councillors who are guardians are, generally speaking, a better set of men than the ones who represent the urban parishes?—Yes, I think they are, taking them as a whole.

45746. Do you mean a better class in themselves, or men who give more time, and so forth?—They seem to be men who have rather more leisure. I do not say that they attend to the guardians' work as well as they attend to the rural district councillors' work, but they certainly seem to be men of more leisure.

45747. Do you think there is a difference in the amount of attention that is given by urban and by rural guardians to the work of boards of guardians?—We have five rural district councillors who are guardians, and I think that two of those have, during the last twelve months, come sufficiently often to avoid the office being vacated. They have attended the rural district meetings and looked after that part of their work, but they said "We have got some other engagement" when it came to our work.

45748. Do you think the arrangement has worked well under which rural district councillors are *ex officio* guardians? You remember, I have no doubt, that before 1894 it was the other way on?—Yes, it was so. I am not certain that it has had quite the effect that it was intended to have. I think it would be better if they were separated.

45749. Now let us take the question of the submission of plans to the Local Government Board. You suggested, if I rightly understood you, that the plans of institutions should not be referred to the Local Government Board?—They should not be referred to them in the detail in which they have to be referred now. I think when once an architect has put in a set of plans which has passed the board, they should be sufficient for Local Government Board purposes, and that they should not interfere with the details as they have done in our union. For example, when the cottage homes were being built, they insisted—I forget the name of the gentleman who was the architect at the Local Government Board office then—upon a form of bath, for example, which I think is an abomination, but he would have no other. It is not a bath at all; it is a square tub. He said, "You must not have a bath, because the children will drown themselves." The consequence is that we to-day are in the position that we cannot bath all the children, as no big child can get into the thing at all. He insisted upon it, and would not pass the plans otherwise.

45750. You would say, would you not, that the plans of institutions ought to be approved by the Local Government Board?—In the first instance—yes. There are certain regulations which are recognised now amongst the architects who do Poor Law work—for instance, that they must have certain dimensions and certain contents. That is quite sufficient; but beyond that I think the Local Government Board should not interfere. If they are to interfere, then they should be more prompt in their action, and they should not allow plans to lie on their shelves to be forgotten for two or three months at a time.

45751. Sometimes it is found, I believe, that the guardians let them remain two or three months on their shelves?—In this case I am referring to the guardians did not. They asked the Board over and over again to return them, but they took no notice, and when they did return them, returned them in a disgraceful fashion.

45752. I do not know anything about the particular case?—I have the particulars of this case in my mind. They did not even return the plans in the case in which they were sent. The plans came back all crumpled in the post, although they were sent to the Board in a hard case and properly rolled up.

45753. Still dealing with the point of the plans, it follows, does it not, that if the Local Government Board are to give their approval to the plans, they must consider what points it is necessary for them to look into?—I do not think it is necessary for them to look into the points. Once they have had the plans before them showing the general idea of what is to be built, that is quite sufficient.

45754. But still these buildings would be carried out by means of borrowed money, would they not?—Certainly.

45755. Is it not the fact that the details should be looked into so that it may be ascertained that future ratepayers are not to be called upon to pay for something or other which could not be thoroughly approved?—I think you may trust the guardians not to spend too much.

45756. That may be the very thing to watch; it may be desirable to spend more?—I do not think that they should be taught to spend more by a central institution in London.

45757. Not even if the plans are not satisfactory?—No, because the central institution do not lend them the money.

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The merits
of *ad hoc* and
propter hoc
guardians.

Question of
approval by
Local
Government
Board of
plans for
Poor Law
buildings.

Question of
inspection of
boarded-out
children.

Comparative
status of
guardians
and rural
district
councillors.

Question of
status of
ex officio rural
district
councillors
guardians.

Mr. T. O. Williams. The money is borrowed in the district ; at least they have it back in the district.

18 Mar. 1907. 45758. Not even if the plans are unsatisfactory ?—
If the plans are unsatisfactory the Local Government Board have the opportunity of pointing that out on the first sketch plans.

Question of approval by Local

Government Board of plans for Poor Law buildings.

45759. Are you not aware that the same system applies, not merely to the guardians, but to other authorities who borrow money for the purpose of carrying out buildings ?—That is so, but that does not make it any the better.

45760. What I am suggesting is that it may be found necessary, in order to secure proper buildings being carried out, that there should be an investigation ?—I do not know that it is necessary ; I am bound to say that any properly constituted body as far as my experience, goes, if they want to put up a particular building, take the proper methods to see that their money is properly laid out and I do not think that they want the grandmotherly assistance of the Local Government Board beyond a certain point.

45761. You would agree, would you not, that boards of guardians may differ in this respect, and that where you may get a competent board of guardians representing one union, it would not necessarily follow that those of another union less competent would be able to present as good a set of plans as the first union ?—I think that in these days all the guardians of large centres who have to spend large sums of money are quite competent to carry out their own views.

45762. Even although they are not spending their own money, but the money of the ratepayers ?—I think so ; I think public opinion is sufficiently directed to their proceedings to put a proper check upon their expenditure.

45763. Therefore you would say that, even although they were spending the money of future ratepayers, they should be uncontrolled ?—They should be under restricted control in the way which I have pointed out.

45764. But not in detail ?—Not in detail.

Emigration of Aston Poor Law children.

45765. (*Miss Hill.*) About the children that you have emigrated to Canada ; did I understand you to say that not all of those who were selected to be emigrated were really sent off ?—In some cases friends—it may be an uncle or an aunt, or some distant relation—said, “No, I should not like this child to be emigrated, and I will take it myself,” and, where the guardians were satisfied that the child was going to be properly taken care of, we allowed the child to go to its friends.

45766. Did that happen in several cases ?—Yes, it did.

45767. Thus showing that there were relations able to support them if they felt inclined to do it ?—That is so.

45768. Though perhaps not those who were legally liable ?—That is so. It is a strange thing, but one's experience of those who live in the cottage homes is, oddly enough, that when the children are able to earn a little money there is always a friend coming forward to look after them, but when they cannot earn anything they have not a friend in the world.

45769. Were some of those who were not emigrated to Canada, but who were taken charge of by relations, young children who would not be of any value for earning money ?—In some cases they were small children.

Alleged over-zeal of boarding-out inspector.

45770. With regard to this unhappy child who was returning to the cottage home, is it not a fact that 10s. a quarter is allowed for clothing your boarded-out children ?—Yes.

45771. And that is supposed to be spent on clothes ?—It is for clothing and medical attendance.

45772. Possibly the inspector felt that the money had not been spent on clothes and there may have been other reasons, may there not ?—There may have been.

45773. One does not think that an inspector would Alleged very readily send a child back ?—I have given the facts as over-zeal given to me by the child. I am not for one moment boarding-t saying that that inspector did not do anything but what inspector she was entitled to do. I only give you the facts that were given to me.

45774. (*Mr. Booth.*) With regard to the inspection of Question these boarded-out children, I gather that you do not need of think that it is a matter of importance if marks of beating inspection should be found by stripping the child ?—Of course there are marks and marks. If the child had been ill-used be- boarded-o children. yond a certain point that is a different thing ; but a mere weal across a child's back from having had a blow given with the cane, properly administered, has not done that child any harm.

45775. Do you think that the signs of ill-treatment and of cruelty would necessarily be found by an inspector if the children had not been stripped ?—Yes, I think it would be seen in the general conduct of the child without stripping it.

45776. Carrying that one point further, if they saw something in the general appearance of the child that made them suspicious would you think it was desirable then to strip the child ?—Most certainly.

45777. Would that not be making it a more difficult and a more objectionable operation ? I have heard that where the foster-mothers are well-intentioned they welcome the inspection of the children ; they are proud of the children, and they welcome it. It is rather a matter of the tact of the lady-inspector as to how she does it ; but clearly if she may strip and must strip the child if she is suspicious then every time she strips the child that is a slur on the foster-mother ?—That is so.

45778. Whereas if it is done as a matter of course, and done, you may say, sympathetically, then it is quite possible that the foster-mothers, so far from objecting to it, would welcome that thorough inspection, as it would show that they were doing their work well ?—It might be so in some cases, but I think if I were a foster-mother I should resent it if I were doing my duty.

45779. Does not the question of clothing also come in ; that is to say, is it not necessary to know whether the child is properly clothed ?—Certainly ; but on the other hand I think that you must not draw a hard line here ; 4s. a week does not maintain the child, and you are not giving them all that they are entitled to for the maintenance of the child. Therefore there must be some little latitude allowed. Nominally 10s. is given for the clothing, but one knows it goes in the ordinary way in the household expenses.

45780. I am not at all judging as to what should be recognised as necessary ; I am merely pointing out that careful examination is requisite in order to find out what is done ?—Careful examination is certainly necessary if you have any idea that the child has been misused ; I quite agree with that.

45781. (*Mr. Lock.*) Do you think that the evidence Effect of which you gave to Miss Hill just now does not show that publication the inquiries are insufficient—that is to say, relations are by guardia found as soon as the children are likely to be useful, or of intentio directly you threaten to send the children away ?—It is the fact that relations do come forward then. to emigrat children.

45782. Therefore has not the previous inquiry been insufficient ?—We believe that the inquiry which is made previous to emigrating children has a beneficial effect upon their numbers, because it reduces their numbers and brings forth friends which we otherwise should not find.

45783. That shows that the original inquiry was not so strict, does it not ?—The circumstances might have altered. The people who came forward a year or so afterwards perhaps were not in the same position to maintain the children at the time that they allowed them to go to the cottage homes.

Mr. WALTER HENRY AYLES, called; and Examined.

45784. (*Chairman.*) You are a member of the board of guardians of the Aston Union, I understand?—Yes.

45785. How long have you held that position?—For twelve months.

45786. I think you have prepared for us a full statement of your views?—Yes.

(*The Witness handed in the following Statement.*)

1. I am qualified to answer:—

(a) As a student of economics.

(b) As a trade union official, who has lived for some years in a Birmingham slum, and at present works in a factory.

(c) As a guardian of the poor.

(d) As a lecturer on social science and ethics.

2. The area administered by the Aston guardians is partly urban and partly rural. I have no special knowledge of the rural portion. The urban part is situated in Birmingham and Aston. The industries are those mainly connected with hardware and the factoring of commodities used by all large communities. Trade, in the bulk, is more regular than in most large towns, owing to the variety of manufactures. Taking our industrial system as it is, workmen have as many opportunities for obtaining work in Birmingham and Aston as anywhere. Yet we have a long list of unemployed men and women, comparatively few of whom are reached by the City Distress Committee. The majority are willing to work, some are unwilling—for they long ago gave up in despair the struggle against adverse circumstances and have become idle and hopeless—and some are scamps.

3. Labour is mobile, and very few remain for many years with the same firm. Those who do remain are generally skilled mechanics. The greater part of labour is semi-skilled and can be interchangeably adapted to the many various branches of the hardware trades. A cycle firm may have no cycles to make and a motor firm is busy. The semi-skilled machinists are discharged by the cycle maker and some are employed by the motor maker. Some may go to add to the never-failing number of broken men and women. There is a large amount of female labour in factories. Women workers include both married and single. There is a large body of self-respecting men and women in the hardware, building, and other trades, but I find that these are the most regularly employed of the skilled and semi-skilled. The very poor are those who are irregularly employed and therefore imperfectly housed and nourished, and consequently are lacking in power of concentration, will and enjoyment. Above these two classes, socially, is a strong body of the lower middle class, composed of highly skilled men and women in factory and office, *e.g.*, foremen, managers, tradesmen, *etc.*, who are the mainstay of churches, chapels, and some philanthropic institutions. The hospitals, however, are largely supported by the manual workers. The housing accommodation for the three classes is unsatisfactory, the houses being built to rent and not to use. This presses very heavily on the poor, who are driven into the narrow streets and small closely packed houses of which latter they can often rent but a portion for a shilling or two per week. One set of offices has often to accommodate a row of these houses. There are many of these streets in St. Mary's, St. Bartholomew's, Nechells, Sparkbrook, Bordesley, Duddeston, Deritend and Aston.

4. Overcrowding is very prevalent. Disease and vice are most rampant there. The people have nothing else to occupy their attention, but work. My experience has taught me to look there for the homes of most of our phthisical patients in the infirmary. Most of the underpaid female and child labourers live in these houses. Many are insanitary and the pan system still holds, though this is being gradually altered. In the enlargement of the towns of Birmingham and Aston there is no plan, system or organisation. Everything is chaotic and go as you please. In the distribution of labour it is get what you can, how you can, and where you can. A man or woman, discharged, embarks on an unknown sea unless they are in a trade union, in which case there are many others ready to help them into other berths.

For these people there are few pleasures. These are supplied by parks and bands in summer (inaccessible to most slum dwellers)—football matches, which are beyond their means; the public-house, the last refuge of the despairing, the hopeless and the discontented; the art gallery the—brightest spot for many an artisan, and the gallery of the music halls—within the reach of most.

5. There are few educational facilities of which they can take advantage. They have but little desire for religion or education, for they are either too busy in looking after their first life to be able to think of a second, or too despondent of making anything of life at all; and so many are attracted by the first brightly lit bar and give play to the first unruly impulse that appeals to them. These help to fill our infirmaries and lock wards.

6. I know of no experiments in administration at Aston beyond placing the inmates on the and in preference to the stone cells. This is in every way beneficial.

7. As to the merits of indoor and outdoor relief, I think all relief is bad. The idea is that something is given for necessities which is not earned, and to which the recipient is not entitled by right. I know of no case where relief—indoor or outdoor—has not detrimentally affected the character of the recipient. It subtly extracts the sturdy independence, and the conditions under which it is given are humiliating.

8. Outdoor relief is never adequate and but aggravates the need by partially satisfying it. There is no standard to apply to applicants, but everything is left to the members of the committee. They may give relief one week to one kind of applicant and refuse it the following week to another of exactly the same kind. It depends entirely on the humour, mood, feeling, of the guardians. There is generally a stipulated amount of relief given and this is of little use, though very acceptable on the principle that every little helps. The bread given is the badge of pauperism, and is as unmistakable in the neighbourhoods where it is distributed as a flag. The people who need relief most do not get it. The temporarily unemployed who are without cash have to sell their home at a loss before they can obtain relief. This plays havoc with their will, desire to persevere, and their self-respect. After a repetition, they give up in despair. In our union the children of a deserted wife, even though she is earning 12s. per week to keep herself, cannot be relieved outside the house (owing to a resolution on the books). She stays outside, and the result is the impoverishment of the children, whom we shall probably have to receive as inmates when they are adults. Old people are impoverished ethically by having to submit to enquiries consequent upon an application for relief. Without exception they feel the indignity of receiving it.

9. Indoor relief is worse than outdoor. Inmates of workhouses are treated simply as possessing bodies. Both food and work are monotonous. There are no educational facilities and but few chances of enjoyment. Aston workhouse is a vast aggregation of men and women kept separately. The result of it all is that the workhouse is a moral cesspool. Scandal is the main food for conversation and the men and women become increasingly more like animals.

We have a chaplain and a Roman Catholic instructor, but the inmates having no knowledge of a good first life have little desire for the second. Their work is oftentimes a farce. Workhouses do not fulfil the proper functions for which they were built and are mainly the unhappy abiding places of the aged, the imbecile, and the idle. Inmates do work which is sometimes the equivalent in value to the damage they do, *e.g.*, they will sweep and scrub the steps in such a way as to stop up the perforated tops of the heating apparatus beneath. They will stoke up the fires for the boilers and waste half the coal by ignorant and careless stoking. As an engineer I am keenly alive to the wastefulness of casual stokers. To have sufficient overseers would be vastly expensive.

10. It is impossible to adequately classify inmates. An elaborate establishment would be required costing an amount in building and administration far in excess of its use. The workhouse is the home of pessimism, and no

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Effects of relief on the recipient.

Inadequacy, variability and other defects of out-relief in Aston Union.

Evils of workhouse system.

Evils of workhouse system.

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- inmate retains any hope after the first few days. It never reforms, it always confirms. In the case of an imbecile old man or sick person, having relatives outside, such relatives are asked to contribute towards their keep. As in out-relief, there is no standard. I have known a man, earning 23s. per week, be asked to pay 9s. weekly towards the keep of his wife in the infirmary. And the following week a single man getting 24s. per week asked to pay 2s. 6d. towards the maintenance of his parent. The single man was young, the married man greyheaded and homeless, living in lodgings at 4s. 6d. per week.
 This is termed judging each case on its merits.
- Class of persons applying for relief.
- 11 The classes of persons applying for relief are :—
 (a) Widows with children whose husbands have been self-respecting.
 (b) Deserted wives and widows without their bad husbands.
 (c) Old men and women, self-respecting and careful for the most part.
 (d) Tramps and scamps who have been respectable.
 (e) Tramps and scamps whose fathers were the same.
 (f) Men whose condition of life and labour have led them to discontent, despair, and enfeeblement of body, and who have therefore given way to drink, idleness, and worse.
 These come from the two lower classes before mentioned.
- Causes of pauperism.
12. When we come to the causes of pauperism we must differentiate between primary and secondary. My experience leads me to the belief that pauperism is caused by :
 (a) Bad breeding. Mothers working in factories under conditions which give the embryo no chance, or work at the washtub, mangling, which injures them internally. The child when born is neglected and ill-fed. Its education is meagre and it is sent to work much too early, at a task beyond its strength, and ultimately it becomes decrepit in body and mind.
 (b) Irregular employment and low wages are the causes of the unthrifty habits of many of the workers. The poor and the pauperised are the most unthrifty but the most benevolent. They will share their last penny with others.
 (c) Living in slums, having a body needing a stimulus which should be given by pure air, good food and plenty of house room, many give way to drink, which accentuates but does not cause their poverty. It is secondary.
 (d) Many who are in receipt of relief are also in receipt of wages. Many women are out-workers. At carding buttons they are paid 2s. 9d. to 4s. 2d. per 100 gross, thereby earning 1½d. per hour. Fixing curtain hooks to pins is paid for at the rate of 2s. 6d. per cwt. By working from 8 a.m. to 11 p.m. they can earn 5s. per week. Hook and eye work is paid for at the same rate. Employers say that they cannot pay more owing to competition. Sometimes it is home and sometimes foreign. The result is the same in both cases.
- Upbringing.
- Casual work and low wages.
- Slums and bad housing.
- Sweated industries.
- Existing social and industrial system the ultimate cause of pauperism.
- Status and qualification of guardians.
13. The ultimate cause of all pauperism is :—
 (a) The ownership of the means of production, distribution and exchange by private individuals who are compelled by the nature of the case to get as large a private profit as possible.
 (b) The lack of organisation in industry, education, national and local government, causes physical and mental and moral diseases which the best minds and the vast resources of science fail to cure.
14. As a rule the class of persons seeking election as guardians are of the middle classes and socially are very good fellows.
 They have as a rule no knowledge of economic conditions and but little of local government or the principles of administration.
 They are entirely at the mercy of the officials, viz., the clerk or relieving officer, for their details of administration, and the party paper for their policy, if it happens to have one.
- They are sometimes—rarely—able, well-informed business men who find it impossible to give adequate time to the work. As a rule they have no enthusiasm for the work and view the inmate or person seeking relief as of an entirely different class to themselves who desire to be kept by the ratepayers.
 They do very little careful visiting.
 Sometimes they are young and inexperienced, but enthusiastic, and may or may not become useful public servants.
15. The best available men rarely become guardians because :
 (a) There is no great honour attached to guardianship.
 (b) They generally meet during the day, when many business and working men cannot possibly attend.
 (c) Because there is no hopefulness in the work, and unless one has suffered and but barely escaped the abyss it is hard to keep up a perennial enthusiasm.
16. There are exceptions to the foregoing, and it is through the efforts of these, together with the fine men on the official staff, that the utter maladministration of this most difficult section of local government is prevented.
17. With regard to our methods of administration, Scale of old people are generally given 2s. and a loaf. We have relief commenced in one district giving 2s. 6d. without the badge. Widows are given for their children, 1s. and a loaf for each under fourteen.
 Deserted wives are given the house test.
 Relatives responsible are compelled to pay what the guardians think they can afford, whether they can do so or not.
18. The question of reform of the Poor Law is essentially economic. There should be no need for relief. Industry should be organised. Education should be so graduated that round men should be placed in round holes, and there should be a hole for every man. I believe that the present state of anarchy in commerce, industry, education, and government can be cured by the nation, socially owning what they socially use. Until that is done we must have the needy with us.
19. Immediate practical reforms, which I think could be enacted are :—
 (a) That no administrator shall be allowed to hold two public positions, e.g., councillor and guardian or councillor and Member of Parliament. Experience has proved that no man has time for both.
 (b) They shall be compelled to give so much of their time to their work and be paid for it.
 They should give concise annual reports of their work, signed by the clerk and auditors, and published by the city authorities.
 (c) All old men and women who can look after themselves should be given an adequate pension, which they could obtain weekly at the nearest post office. On no account should they be brought within the jurisdiction of the Poor Law. It is too heartbreaking and cruel.
 (d) Old men and women who need nurses to keep them clean, etc., but not doctors, should be placed in communities in the suburbs of towns with a recreation hall near by in which they could converse and have some pleasures. Their houses to be small and cosy, and a small but efficient staff of nurses to attend to their needs. This would be a national luxury which we can well afford, and which would be a credit to humanity.
 (e) (i.) Able-bodied men should be placed in labour colonies and trained in up-to-date agriculture; (ii.) Municipal or State workshops controlled by business men with practical knowledge of the work done, and not by men who have influence at headquarters.
- This will absorb to some extent the, at present, irreducible minimum of the unemployed.
- (f) The unemployable should be isolated. Incapacity when due to neglect, idleness, or self-indulgence, is as infectious (morally) as smallpox. They should be placed in natural and beautiful
- inferior status of guardians and causes
 Aston Unn, etc.
 Proposed reforms.
 Members local authorities should be paid and pluralists.
 Old age pensions.
 Separate village colonies for infirm age.
 Isolation and aesthetic education for the unemployable.

surroundings and given, not taskmasters to keep them moving at the bottom of the abyss, but teachers to show them the way, and help them to climb out. If they die in the attempt no healthy worker is injured thereby.

I would point out that under any circumstances the people in Sections (d), (e) (i.), (e) (ii.), and (f) have to be maintained and are maintained now with no hope of reform, benefit to themselves, or credit to us.

(g) Out-relief should be larger than at present in cases of widows with children, wives who have been deserted, etc. At present mothers are compelled to go out to work and are told to do so by the guardians, when they should be looking after and properly rearing their children.

(h) There should be a well-organised system of labour bureaux to which employer and employee should regularly go in case of need. The temporarily unemployed should be able to pass from town to town in search of work assisted by them, with food and travelling expenses. Relief should be granted to their families when absent, and if unsuccessful after a given period he should be drafted either to a State factory or a labour colony.

(i) All the foregoing should be controlled by committees appointed by the town or county authority, which should also be the sanitary authority.

(j) Poor Law infirmaries should be entirely separated from any kind of workhouse. I know of many cases which have been transferred from the infirmary to the workhouse that would never have gone had they not been infected by the workhouse inmates. No inmate of a workhouse should be allowed to do any work in, nor go near, an infirmary. As workers they are wasteful and given to partiality, and their influence is exceedingly bad. There should in fact be a co-ordination of all surgical, medical, and nursing help for the poor. We have abominable cases of bedsores sent from the philanthropic hospitals to our infirmary that can hardly be cured.

(k) There should be more efficient inspection. Inspectors come once a year or so, spend a few hours in a place that it takes more than a day simply to walk over. This is playing at inspection.

(l) There should also be lady inspectors, who are trained nurses, for all hospitals.

(m) I would recommend that the admirable memorandum issued by the Scottish Local Government Board for the examination and certification of trained sick nurses be adopted by the English Local Government Board. There should also be standardisation of training and examination. Registration. Testimonials should be given by superintendent nurses and medical officers, and not by guardians or councillors.

(n) There should be visiting medical officers. These would raise the standard of discipline and treatment.

(o) Regular and paid help would be cheapest ultimately.

(p) Systematic examination of phthisical patients made compulsory and the records preserved. These also should be under the control of the sanitary authority.

(q) *Ad hoc* bodies are necessarily narrowed in their scope, and others become entirely inefficient. One example which occurs to me is of a widow with children; the eldest won a scholarship, but was sent by her mother to work. When we asked her why, she said she had no money to buy the necessary books and could not afford to keep her at school. Here was the need for a maintenance scholarship, but we could not pass it over to an education committee. In its absence a fine national asset was thrown away.

(r) There should be greater unity in local government. All the needs and activities of localities are intimately inter-related and should be controlled by one central body.

(s) Children should be kept in cottage homes and placed under the education department of the same authority. This is by far the best method under present conditions.

(t) The law of settlement should be entirely repealed, as it is most expensive and of little use.

(u) Under these conditions the most expensive work of boards of guardians would be avoided, and they themselves would not be needed.

45787. (Chairman.) Some of the questions you deal with in that statement are clearly outside our reference. I think the best way of dealing with it will be to take the suggestions you make at the end of Paragraph 19, and I think in that way we shall cover the substance. But before going to that paragraph I should like to ask you a question about mothers working in factories; would you prohibit young mothers working in factories?—How can you while the children have to be fed?

45788. I am asking you to assume that you had your own way. You object to it altogether, as you say it produces a bad effect in subsequent generations; I ask, therefore, would you stop them from working?—Yes; only in our present system I should not do so, for the simple reason that you cannot do so, seeing that the children have to be fed. But in a properly organised system of society I should certainly prohibit any mother who should be breeding her children, looking after and training her children, from working in a factory.

45789. Assuming you did that, what would you do with the husband; would you subsidise the husband?—No. Under the system of society that I have mentioned, the husband would be paid proper wages so that he could keep himself, his wife and his children.

45790. Now coming to your scheme of reform, I see you would not allow any person to hold two public posts?—That is so.

45791. And taking, for instance, the Poor Law guardians, you would make a man give a certain portion of his time to the work, and you would pay him for it?—That is so.

45792. Would you have him popularly elected?—Yes.

45793. Would you diminish the number of guardians or would you keep them practically as they are now?—I should reorganise the areas for which they are elected at the present time, and then I think we could do with at least half of what we have.

45794. But they would practically be all paid?—I think so.

45795. You are not very well satisfied with the class of person who now comes forward as a guardian?—That is so.

45796. They have not much knowledge you think, and well-to-do business men find it impossible to give their time to the work; you would have the same difficulty, would you not, if they were paid?—I think that is hardly a fair statement of what I said and what I have written. They have not much knowledge of economic conditions or of local government administration, but they may have plenty of knowledge in other directions—I do not know. So far as the work for them to do is concerned, the average Poor Law guardian has very little knowledge of economic conditions, of local government problems, or of administration; but we have some men, very able men, who have a knowledge of the conditions of government and also business ability and who have well-informed minds. But I find that they are generally so busy with their own businesses, or with perhaps other philanthropic affairs in which they are engaged, that they cannot give as much time to the work as they would like to do, consequently it is unsatisfactory to themselves, having regard to the way that things are administered. It is by those men who give of the best of their time and ability (together with the permanent officials), that the utter mal-administration of the Poor Law is averted. I find that a very small percentage of the guardians do their work properly, and it is the small percentage that we have to look to for proper administration.

45797. That is just my point; how, under your system, would you get a larger percentage of persons who would do the work.—If you pay them for their work they would

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Cottage homes for children. Abolition of settlement.

Proposed abolition of guardians. Objections to mothers working in factories.

Objection to pluralist local administrators.

Payment to Poor Law guardians and diminishment of their numbers.

Inferior status and qualification of guardians.

Advantages of payment of guardians

Mr. W. H. Ayles.
18 Mar. 1907. do their work. As you have seen, I recommend that they should give in a report every year, signed by the clerk and by the auditors, as to the work which they have done—a concise report of which should be posted about just as we post public notices at the present time, only perhaps a little more widely. People would then see what they had done, and if they were satisfied with them they would re-elect them, and if they were not they would sack them.

45798. Do you think you would change, so to say, the character and class of Poor Law guardians if you paid them?—I do not say that, but I say you would get your work done better.

Proposed examination for guardians. 45799. Please stick to what you have said. You say a small proportion of the Poor Law guardians are not properly qualified?—Yes.

45800. How are you going to get a large proportion properly qualified?—In this way: I would have Poor Law guardians, and the members of all public bodies, pass a preliminary examination and answer certain questions before they are allowed to become candidates; otherwise you would have no guarantee that your local government was going to be properly carried out.

Proposed old age pension scheme at age of fifty-five. 45801. That would be as regards the administration. Now, according to (c), you would wish that all men and women who could not look after themselves should be given an adequate pension which is not to be brought within the jurisdiction of the Poor Law. At what age would you take the old men and old women to be qualified?—Roughly speaking, I think that we ought at the present time, under present economic conditions, to give the pension to them at fifty-five, for I find that after fifty-five men have very great difficulty in getting work, or in getting work which is suitable to them. Unfortunately, old men are given degrading work. Under a different system of society work would be given to them which they could do, and which they could do well and which they would be happy in doing. I think that fifty-five at the present time is the age when these men should have old-age pensions given to them.

45802. And the women too?—Yes, the women too rather.

45803. What is your idea of an adequate pension?—Supposing two were living together, an adequate pension, I take it, would be about 10s. a week each. If a man were living separately, I think 15s. should be given to him.

Proposed village colonies for infirm aged inmates of workhouses.

45804. The old men and the old women who were not capable of looking after themselves are to be placed in communities in the suburbs of the town, I see, according to (d)?—I believe that that should be done. As you know, there are a lot of old men and old women in our infirmaries and workhouses at the present time who have very little the matter with them, with the exception that they are quite enfeebled. These men and women cannot really look after themselves properly and they want keeping clean. That is the reason why they are sent to us. They are destitute in other directions as well, and they are sent to us to keep clean and to keep generally. I think that if a system of almshouses, not of the same styles that we see, but if a system of almshouses was instituted in our suburbs, small houses but cosy, with little gardens surrounding them, and a recreation hall where these men and women could go and talk over old times, where they could have a common kitchen and get their meals from that kitchen and, within limits, could have what they feel they can eat—I think that that would be, as I have said, a thing that we could well afford, being a rich nation, and would be a credit to us and would be a tribute to our humanity. As it is, as I have mentioned, we have to keep these men now in the workhouse at an expense of between 6s. and 7s. a week, perhaps more sometimes, and when they have to go into the infirm wards or into the infirmary it comes to 9s. and 9s. 6d. a week, and we give them practically no pleasure whatever. Under those circumstances the ultimate cost would be but very little more, and the evening-time of their lives would be brighter, and they would feel, with Browning that the best was yet to be.

45805. Would you put them into these alms-houses or communities?—Yes, but I would call them colonies, rather.

45806. These old people would then cost rather more than what they do at present, would they not?—I take it they would cost about 10s. a week; it could be done for that.

45807. Then you say in (e) that able-bodied men should be placed in labour colonies, and trained in up-to-date agriculture?—Yes. Labour colonies for the able-bodied.

45808. Would you put any test on them?—An able-bodied man before he went to a labour colony—and I am dealing with the time of transition between now and the better system of society—should exhaust all the resources of industry as it is now, and should be given the chance of going the whole round and assisted to go the whole round in order to get employment. If he cannot get work, then he should be drafted to a labour colony and there set to work, or he should be drafted elsewhere, as my second recommendation in (e) states.

45809. That is, to municipal or State workshops?—Yes. Municipal workshops for the able-bodied, as their effect on private employe.

45810. How would you pay the man at a municipal or State workshop; would you pay him by food, or at the current rate of wage outside?—Certainly, if he does the work he should be paid.

45811. If that is so, what inducement would anybody have to seek work outside?—He would have this inducement, that supposing he went to the State-controlled workshop he would find there, to a large extent, though perhaps there would be a little more air, practically the same conditions existing, because these State workshops would not be nurseries for idle men, but would be shops placed under the administration of men who were administrators. If they were engineering factories, for instance, they would be men who had been engineers and who knew engineering and who could dispose of men and could administer a large factory and these factories should be large.

45812. If the conditions were practically the same as those of private employ, why should a man seek private employ?—Would you not have a large number of persons on your hands?—I think I see your idea. I think that while we have private enterprise, private enterprise is going to get as much money as it can, and therefore, I think, that they will work as hard as they can to keep workmen with them. But I also believe that having established State workshops, if so be we find that we have more men than we know we can do with, then we can do what private enterprisers can do, that is, extend our premises.

45813. Still, you would have competition between your workshops and private enterprise, but I suppose you would not mind if that was fatal to private enterprise, as it would practically put into your hands a very large proportion of the able-bodied people of this country?—I think myself, so far as private enterprise is concerned, that it would be competition which ultimately would eliminate competition which is a consummation devoutly to be wished.

45814. It would eliminate it by the State becoming the main employer?—Yes, the State socially owning what the State socially uses.

45815. Going on with your plans, we now come to the unemployable; would you send those to farms, or would you isolate them?—I would isolate them. Isolation and æsthetic education of the unemployable.

45816. Would you put them through a stricter test, or make their conditions less pleasant than the conditions of those who were working in the municipal workshops or the labour colonies?—Not a bit of it; I would make them better. This is the idea when you are dealing with the unemployable. An unemployable man is a man who is not to be treated simply as if he had a body, he also has a mind. Unemployableness is a disease of the mind even more than of the body. An unemployable man, I think, needs treatment just as a fever patient needs it, or as a man suffering from any contagious disease. Unemployableness is a contagious disease which is catching oftentimes, especially if the unemployable man remains in a slum. Therefore I would place him in these isolated labour colonies, and I would surround him with beautiful surroundings to appeal to his æsthetic sense. I would give him not

taskmasters to keep him moving about and working as far as he was able, but teachers who would teach him the way to work. I would also educate his mind so that he would understand his relationship to others and the duties of citizenship. I think that these men want to be taught rather than want to be treated either by the doctor or by the psychologist and also by the industrial captain. I think what we want to do is not to keep these men down, but to teach them the way to get out of their conditions, and then, as I have said, if they die in the attempt that is being made to reform them they do not infect anyone else. I will give you my experience. As I have said, I have lived in slums. My first twenty years—or nineteen and a half years—were spent in the south-west of London in the Wandsworth Road district, and I have spent three and a half years in the Birmingham slums. This is what I find happens with the unemployable there. The unemployable is generally up fairly early in the morning; he does not always lie in bed, but he looks out for the public-houses. A labouring man who has been sleeping all night in a very small house and in a very small room where his wife and perhaps two or three children are sleeping, gets up; he has a headache and he does not feel up to work. He sees these men lounging about the public-houses, and he thinks to himself: "These men seem to get on all right. I do not see why I should not. I will go in and have a nip." He goes in and has some beer or some other stimulant, and perhaps he does not go to work. That is one of the ways in which your unemployables are made. If you remove those unemployables from your midst the chances are that the men whom you have remaining with you will have a better chance of sticking to their work, and using their will-power, as far as it has been left to them, to maintain their own independence.

45817. Then you would deliberately make the conditions of the unemployable better than those of the employed in order to reform them?—Just in the same way as I would make the conditions of a sick person or of a convalescent person better than those of a healthy person.

45818. Coming now to (g) I see you would give larger out-relief than at present to widows with children and wives who have been deserted, so as to enable the mother to avoid going to work, and to enable her to look after her children at home?—You are quite right, I would do that. I may say here I do not generally consider the ratepayers when I am considering a question of principle and a question of what is good for the country. I think that any cost which is entailed at the present time so far as the children of widows are concerned, would be money well spent, for those children will ultimately themselves be ratepayers and will help to maintain the country. The idea against giving large out-relief is just this—that others will also come on you for that relief when they see that it is to be obtained; but men will not die so that their widows may get extra out-relief for their children and therefore that argument cannot apply just here. I would give the widows extra out-relief, and if necessary I would give them extra children to look after who are orphans; or I would bring the widows, if they are well informed, and able, into our cottage homes with their own children to be looked after. So far as my experience goes—and I may say that my experience does not extend simply over the period of time that I have been a Poor Law guardian, but that it has extended over eleven years—I find that adopted children oftentimes are as well looked after as children that have been born to the home.

45819. Have you ever gone into the expense that would be entailed under these headings that I have taken you through?—Do you mean the expense so far as the unemployable and suchlike matters are concerned?

45820. You would pay the guardians to begin with; and then you would give a pension of 10s. per week to everybody over fifty-five. I am not quite sure what that pension would amount to, but I think that that alone would cost nearly £100,000,000 a year. Then you have made various other proposals. What would be the amount that you would thus put on the rates, or would you make it a national charge?—In the first place you are not going to do this all at once, and no responsible

administrator, nor anyone who has any knowledge of local government or government of any kind, would think of making drastic changes such as I have recommended here all at once. These things would go on one at a time. For instance I would make a start with old-age pensions, even if I started with men over eighty or over ninety; I would make that start and I would make it progressive and let it come down and be increased. So far as the old men who need nurses to keep them clean, etc., are concerned, I would also put all those as quickly as possible into the colonies that we want to build; but I would build one or two colonies tentatively so as to find out how the thing worked and what was the best method of building them and looking after them.

45821. Would you do any of this work at the expense of the ratepayers, or would it be done at the expense of the nation?—These men are the units of society, and have helped to make up the units of society; society, I believe, has made them what they are to a very large extent—90 per cent. of them—and I believe society is responsible for looking after them.

45822. Old-age pensions you would naturally expect to be defrayed from the national exchequer, but taking these other cases, the money must come either from the rates or from the national exchequer, must it not?—Yes.

45823. Would you put these other charges on to the rates, or would you make them come out of the national exchequer?—If you are going to have these changes made and if you adopt my recommendations later on, as I put it these things will not necessarily be under a local body, that is to say, a body strictly local, so far as even a borough council is concerned. When we have a decent system of government, the labour colonies would perhaps be under provincial boards, and we should thus have a provincial tax then. We should do away with rates, which are only taxes in another form. There would be a provincial tax out of which the expenses would come for the keeping of these colonies. But at the present time I believe that, tentatively, the national exchequer should bear the cost mainly of the colonies that we should build, because they would be tentative.

45824. If you put a charge on the national exchequer those who represent the national exchequer would probably have to administer it; they could not give the money and let local people do what they like with it, could they?—I do not see any reason why they should not delegate their powers and give grants, the same as they give grants at the present time for various things—Education, for instance.

45825. Now we come to labour bureaux; I see that you would have a regular organised system of labour bureaux?—That is so. I believe at the present time we do not organise, in fact unfortunately the main characteristic of things in England—of government especially as well as of industry—is the lack of organisation. I would well organise labour bureaux. I would establish them in every town, and I would see that everybody knew that there was a labour bureau there, and that it was there not simply for the scamps, but for the genuine unemployed. I would have notices placed up in all factories and in all throughfares and sent out to all employers. A notice like that posted up for a few months would satisfy the need of advertisement and give the information; and after the first six months it would be a tradition which would not need advertising. I would have a bureau so organised that an employer would go there for labour and a workman would go there to get employment. I should also have these bureaux linked up; and I would further still have a number of central bureaux all over the country which were always in touch—a clearing house of labour, if you like—so that men could be drafted from one part of the country to another.

45826. I think you would make these bureaux refer to all classes of labour?—Yes, absolutely.

45827. And you would facilitate persons in search of work?—Yes.

45828. Would you give them a dossier? Would you give them some registration paper to show that they had been working?—I think that the Swiss system of giving them a book is a good one, and I would give it to them here.

Mr. W. H. Ayles.
18 Mar. 1907.

Question as to finance of proposed old age pensions, labour colonies, etc.

Proposed establishment of system of labour bureaux.

Proposed system of passes for workmen in search of work.

Mr. W. H. Ayles.

18 Mar. 1907.

Proposed abolition of Poor Law guardians.

Proposed payment of local administrators.

Proposed amalgamation of offices of relieving officer and sanitary inspector.

Dissociation of medical relief from the Poor Law.

Bad effect of workhouse life on the inmates.

Evils of pauper help in Poor Law infirmaries.

Bad effect of workhouse life on the inmates.

Bed sore cases sent from voluntary hospitals to Poor Law infirmaries, and alleged understaffing of voluntary hospitals.

45829. You suggest in (i) that all this should be controlled by the town or county authority; I understood you were going to keep the Poor Law work as it is now, but do you propose to hand it over?—I do not propose to keep the Poor Law guardians. If you take away from them their able-bodied, if you take away from them their unemployable, if you take away from them the sick, and if you take away from them the children, I think that you can easily put over the assessment and other duties to other local bodies, and then they will have no work to do, but they will simply swell the ranks of the unemployed.

45830. The Poor Law bodies would?—Yes, the guardians will.

45831. (Mrs. Bosanquet.) Then why would you pay them?—I would pay the local administrators, who would not necessarily be the Poor Law guardians. The local administrators, I hope, will be later on councillors—not that I think there is any merit in that; but I think ambition does play a little part in public life.

45832. (Mr. Bentham.) Who would hear the applications for relief—I want to say what I say in a very short way. Out-relief at the present time is in the hands of the guardians, and applications are made to the relieving officers. Under a properly constituted system of society I think that would not be needed; but at the present time we have two sets of officers looking after the poor especially. We have the relieving officer who looks after the man in the house, and who does not have to pass an examination; and we have the health officer, who looks after the house and who does have to pass an examination. I would economise in this direction by having one man to look after both house and inmate, rather than having, as at the present time, two men looking the one after the house and the other after the inmate. I think the system we have at the present time of one man looking after the house and of another man looking after the inmate of the house is most wasteful; and certainly it seems to me not wise to have a better qualified man to look after the house while the man who is not perhaps so well qualified is put to look after the one for whom the house is built.

45833. (Chairman.) Passing on to the next subject, I see that you would separate the Poor Law infirmary altogether from the Poor Law?—Entirely.

45834. I see you have a very bad opinion of the effect of the workhouse upon those who are in it?—I have a strong opinion on that.

45835. You think it knocks out their spirit of independence?—Rather.

45836. You say that you think that people who have passed through the infirmary have got infected by the workhouse inmates in the infirmary, and have gone to the workhouse?—Yes. My experience has been that the men who go over to clean, and the women who go over to clean in the infirmary and do the various duties there, washing it and such like—cannot help but get in contact with the inmates in the infirmary. I have known in our own infirmary men who had never been in the workhouse and who perhaps never would have gone into the workhouse, have got in contact with these men and have been infected with the workhouse microbe, and when they have come out of the infirmary, they have been transferred into the workhouse. Again, the conditions at the present time existing in our infirmary are these: We are absolutely full up in the infirmary, and when a man comes into the institution and wants accommodation in the infirmary, when he becomes convalescent, whether he has been in the workhouse before or not, we have to transfer him to the workhouse, perhaps to one of the infirm wards there where he can sleep, or at any rate where he does come in contact with the inmates of the workhouse. My opinion and my experience is that when once a man goes into the workhouse, there is no hope for him except he has special treatment, physically oftentimes, always psychologically, to get him out of the conditions into which he drifts.

45837. You say in your statement that there have been some very bad cases of bed sores sent from the hospitals to the infirmary?—That is so. I do not want to specify the hospitals, but I want to say this, that if they have a bad case which is going to be a long case there, and which perhaps is no credit in their curing, they will send it along to the infirmary. Then again, charity-supported hospitals, so far as my experience goes—and I have been an inmate of

both for a time (for six weeks) and also for accidents—are never efficiently staffed, and never well looked after. I will give you an experience I had a few weeks ago. I had a piece of steel get into my eye while I was working my machine. I went to the hospital to have it taken out. The room was simply packed with people there being attended to by the doctors. The doctors and nurses were running about and I suppose more or less off their heads for the time being, the work was so heavy. I was planted down in a chair, which I did not mind as I understood the feelings that were agitating them at the time. After about half-an-hour of waiting, in intense pain, the doctor came to me, "What's up?" I told him I had a piece in my eye and I leant back. He had a look at it and put some drops in. Then he went away again for another half-an-hour. He came back again, looked, took a piece out of my eye and went away without saying a word; he simply had not time. I stopped there for about a quarter of an hour or twenty minutes, and as he did not come again I went to him and said, "Is it finished; I have a good deal of pain?" "Oh, sit down." I sat down; he had a look, "All right." I said "Good-day," and came away. I say that sort of thing ought not to exist.

45838. That was as an out-patient, I suppose?—Yes, as an out-patient.

45839. Assuming your experience is unfortunate, is it not rather hard to generalise as much as you have done?—I know it is general, because I have been in several hospitals. I was also an out-patient for some time at a hospital after I had been in for six weeks owing to a football accident. I found exactly the same thing. It is invariably the same. I also was for eighteen months going to a hospital in London for my eyes, and I found that practically the same things existed there—sometimes worse, sometimes better, and not always the same.

45840. Bed-sores, you know, are a great reflection on the nursing?—Yes.

45841. You say you have had some cases of abominable bed-sores?—We had a case sent to us that you could put your hand into the bed-sore.

45842. Was a representation made by the board of guardians to the hospital?—I do not know where the representations were made to or whether there were any made or not. I only know this, that it was unavoidable. What I mean to say is that they cannot have more nurses, and they cannot have a different staff than what they can afford. They are in debt as it is, and I suppose things will go on as they are while these hospitals are supported by charity.

45843. Was no action taken by the guardians or by the infirmary committee in these cases?—No action was taken, so far as I know officially. I am on the infirmary committee and I find this generally, that it is better to let these things go and do your best with them when you get them. I think it is less costly, and I think it avoids a good deal of acrimony perhaps that does take place sometimes.

45844. What is the infirmary committee for if it does not represent a case of this kind?—The infirmary committee has to administer the infirmary, to look after it, and to see that the sick poor are looked after properly.

45845. But here is a case where a person has not been properly looked after?—It is like this—if a man has a bed-sore, you do not know and you cannot tell as to whose fault it is. We know it is the fault of bad nursing, but we do not exactly know whose fault it is ultimately. For my own part, I should never bother with a lot of correspondence between general hospitals and infirmaries. I do not know whether you gentlemen round the table know it, but there is a good deal of jealousy between the rival authorities in this matter. That is well known all over the country, and I think the less friction you have the better. You will not alter it.

45846. Then you wish to have much more efficient inspection and you would like to see the appointment of lady inspectors?—Yes. At the present time in our infirmary, we have an inspector coming round perhaps once in six months or once in twelve months and he will spend perhaps half a day inspecting part of the hospital, and then go away and not inspect the rest. That has happened several times at our own place. For my own part, I think

Bed sore cases sent from voluntary hospitals, Poor Law infirmaries, and alleged understaffing of voluntary hospitals.

Need of more Government inspection of infirmaries, and proposal for lady inspectors.

that we have not enough inspectors. I think that the inspectors are over worked. They do their work well and they do their best. I do not think we have enough lady inspectors, who are trained nurses, and who should go over our hospitals; I think we ought to have more of them. There is always a certain amount of reserve with a male inspector going round and examining and inspecting; there must be always.

45847. As regards phthisis, you would make notification compulsory?—I would make it notifiable.

45848. And you would compel the patients to undergo treatment?—Yes.

45849. You would take care of their wives and children in the meantime?—Yes, certainly, supposing, of course, they needed it.

45850. You do not like an *ad hoc* elected authority?—No.

45851. Why not?—B. cause local government is one thing and not many things. By saying "local government is one thing," what I mean is that all the departments connected with local government are interdependent and not isolated. You cannot isolate one part of local government. For instance, you cannot isolate the treatment of the poor apart from the sanitary arrangements of the district; and you cannot isolate the condition of the poor, and especially the condition of those who are poor through drink secondarily—apart from the control, to a large extent, of the public houses. That is certainly at the present time under the magistrates, yet the local authority has a great deal of influence in that direction; but the guardians have nothing whatever to do with it. I give you an instance in my statement of the way in which we could have done a lot of good, had the Poor Law work been part of the work of the local authority. We had a woman coming to us for relief. She had been coming for some time. One of her children was fourteen years of age and she had won a scholarship; she was fourteen, but the mother had sent her to work. We asked her "Why?" She said "Simply because I cannot afford in the first place to keep her away from work, and in the second place because I cannot afford to buy books." If that be so, and if the Poor Law work as we have it at the present time was in the hands of the local authority, and men went round on their various committees as they should go round, we should have men on the Poor Law committee who had also been on the education committee, and immediately they would say: "Here is a chance for a maintenance scholarship which the child ought to have." Then in turn—even supposing they had not been on the education committee—when they go on the education committee they would say: "Look here, in educating these children, some of their parents cannot afford to keep them at school; we had a certain case on the Poor Law committee a short time ago;" and it would suggest itself to them that there should be a proper system of maintenance scholarships such as you have in London.

45852. Why do you propose a little later on to hand the children who are kept in the cottage homes over to the education authority?—Because the education authority knows most about children.

45853. It is practically an *ad hoc* authority. There is a special education committee, is there not?—Local government ultimately will be government by committees which will have, to a large extent, executive power. The education committee is ultimately under the control of the central authority at the present time. When they have to give a certain amount of their time to the work and, at the same time, remain a representative body, they will be able to take a wholesale survey from a Government standpoint of the whole of the work of the various committees. The Poor Law will ultimately be, I hope, in the hands of committees which will be changed every so often—at all events a percentage will be changed every so often—so as to maintain continuity.

45854. Will you take the children away entirely?—Yes.

45855. And you would naturally repeal the Law of Settlement?—Yes.

45856. You have put before us a very big programme. You have told us you were for some time in London, but would you tell us a little what your experience is, because

this scheme is a very big one. What has been your practical experience of local government?—I may say that, as you know, some men can get through more work than others within a given time. Since I have been a Poor Law guardian it has taken up practically the whole of my time apart from the time I have to spend getting my living, and I have simply lived in it. I have done a good deal of visiting, and I have watched my colleagues. I have also paid visits to the Poor Law institutions at Coventry, Warwick, Wolverhampton and elsewhere when lecturing. I have come into contact with Poor Law guardians in those places, and I have compared notes. I have also based my opinions upon the experience that I had when I was living amongst these conditions. I was living, as I said, three-and-a-half years in a Birmingham slum—in Highgate—that is one of the worst districts, which at the present time I have to help to administer; and for nineteen-and-a-half years I was in the Wandsworth Road district in London. I find this, and you will find that the work here mainly has to do with these people: My experience is that fundamentally the adequate treatment of these men is not going to be relief as met by out-relief, because relief, I have always felt, always degrades, when given to a man or a woman, supposing they are able to earn their living, or supposing they have had a chance at some time or another of earning their living. In the case of children it is altogether different, for children naturally, until they come to years when they are able to work are always looked upon as being kept. Therefore I say these men do not want relief; they want work, and the sooner they are given work the better. So far as local government work is concerned I have been, I may say, intimately acquainted with that work for a long time. My brother is a borough councillor in London, and was on the old vestry. I have not only worked with him and gone over the whole thing with him, but I have gone over the whole thing in Birmingham, especially when I have been studying up the case for lectures, and also for the local council and the Parliamentary elections. I have also done some little lecturing on this subject besides the twelve months' experience I have had. I may say that the twelve months' experience that I have had has modified in some cases the views which I had formed previously, but that I have been confirmed in the principles that I hold that local government will have to be taken out of the hands of *ad hoc* bodies and properly organised, and that men who must be employed, if you like elected by the people, must be employed to set the whole of their faculties for a certain period of their time in administering the laws of the area that they are supposed to administer.

45857. You have only been a Poor Law guardian for twelve months?—That is so; and twelve months before that I fought an election and lost. But I may say that my Poor Law experience started eleven years ago when I began preaching in workhouses.

45858. (*Sir Samuel Provis.*) Do you contemplate that the local body which you think should administer local government generally and which would be paid, should consist of members who will give their whole time to that duty?—Not necessarily; they might give a portion of their time. Business men could do this, but working men could not do it, and they would have perhaps to be maintained by their trade unions, even as I am paid for the time I lose on the Aston Board by my trade union at the present time. A man getting £2 a week cannot afford to lose any money whatever, in fact he cannot afford to save.

45859. Would you contemplate that the pay of the members should be sufficient to keep them?—I think the payment of the members should be equal in all cases.

45860. The same in all cases, do you mean?—Yes, and that a man should be compelled to give up a certain portion of his time. If we pay a man we have a hold upon him; if we do not pay him he can do as he likes. Unfortunately if you leave it to their own sweet will, and have a board of thirty members, you will get perhaps six who do the work. Of the sixty members on the Warwick Board perhaps you will get ten to do the work.

45861. The Chairman asked you whether you had formed any estimate of the cost of your scheme, and you justly replied that it would not come into effect all at once?—That is so.

Mr. W. H. Ayles.
18 Mar. 1907.

Futility of remedial treatment for adults.

Proposed payment of members of local authorities.

Mr. W. H. Ayles.

18 Mar. 1907.

Question of cost of State workshops, old age pensions; payment of members of local authorities, etc.

45862. Supposing it did come into force, not all at once, but ultimately, have you formed any estimate of what would be the cost?—At the present time you have your State services, such as the Post Office, and the local State services, such as tramways and such like which bring you in a profit; so rather you would be helped than hindered in that way so far as expense is concerned. The profit you would get from the State workshops properly administered would go to keep the unemployable colonies, and also the colonies, on the outskirts of the suburbs, for old men. Together they would help to keep up the labour bureaux and pay for travelling expenses, etc. We get from our Post Office at the present time over £3,000,000 and we certainly will make a very good thing out of the trams and other organisations. I do not think that the State factories which I am advocating here should be governed on the same principle upon which State factories are governed at the present time. I find this—a man is placed over an engineering factory, and I do not want to be too particular here, who has a knowledge of engineering in some directions which is to his benefit, and I do not blame him for that—you cannot—but who has not any knowledge of engineering proper; he has not been through a training; even though he has been through the Army training for the Army engineers, that is not sufficient, for in the examination of the Army for engineers—I know this from members of my own society who are in the Army or have been in—he can pay a man to do the work for him, which is examined as his own work. I say that is no training, and that you want a man who has been an engineer and who has passed through a practical training and who is also a good administrator. I certainly think that under those circumstances you would find that these State workshops would pay. For instance, if we own our trams we could also make our trams.

45863. As a matter of pounds, shillings and pence have you formed any view as to what these things would cost?—No, I simply have not. I have not got any figures worked out. As you know, it is impossible for a man who is at work all day to do everything.

45864. (Mr. Bentham.) In the suggested reforms which you give in paragraph 19, you head them as “practical reforms;” Do you mean that your suggestions which follow under that heading are all practical suggestions?—Yes, and can be started at once, though not completed at once. Ultimately we should not want this sort of thing; we should not want any reforms. We really have to pay for our own lack of forethought in organising in the past.

45865. You have laid particular emphasis upon the advisability of labour bureaux; is that practicable at present?—I think so. You have the nucleus at the present time in the distress committees. The scope of the distress committees should be enlarged somewhat, but you have at all events the nucleus there. I certainly think that by linking these up and putting them on a proper basis, that is, by making them part of your local government, you would form a centre whereby employment could be asked for and obtained.

45866. Under the Unemployed Workmen's Act there is provision made which is optional, I believe, for the establishment of labour bureaux?—Yes.

45867. These labour bureaux have not been established in most large towns because of the very strong opposition on the part of the trades unions; therefore in view of the present opposition of trade unionism is it a practical reform to insist by Act of Parliament upon universal labour bureaux under municipal authority?—Yes. I am, as you have seen, a trade union official; and from experience I say that, supposing you were putting in the safeguard that no employer who has a dispute with his workmen can come on to these bureaux for workmen in times of dispute if—you will make that one safeguard. I think you will find the opinion of trade unionists is that not only are labour bureaux practicable, but they would welcome them. And so far as I am concerned and my colleagues in Birmingham are concerned, we would work with them.

45868. If you had universal labour bureaux on that system any man who is not a trade unionist would be equally welcome to register his name, I suppose?—Yes.

45869. And then the employers who are seeking men would be equally entitled to select men who are not trade unionists?—That is so.

45870. And the officials of the bureaux would not be entitled to give preference to trade unionists?—That is so.

45871. Then the trade unionist would really be putting himself in an inferior position to that which he is in to-day?—No.

45872. Do not trade unions to-day have their own labour bureaux, and do not people who want competent workmen usually go to them for their men?—Yes. At the present we have our registrars, but do you not see that the best of the workmen, the cream of the workmen, are in the trade unions, and you cannot do without them, whether you get them through a labour bureau or not? We are quite willing, I am confident, to allow an employer to go to a labour bureau to get the best men he can there, and he will want the best men.

45873. If that is so, will you tell us why the trade unions object to labour bureaux now?—They do not, so far as the engineers are concerned.

45874. Are you a member of the Amalgamated Society of Engineers?—Yes, I am district secretary for the Birmingham district. We do not object at all; we would welcome it, with those safeguards.

45875. Are you speaking locally now or generally?—I am speaking with full information locally, and with transmitted information nationally, so far as our society is concerned.

45876. Supposing you had municipal workshops, they would come under the head of practical reforms, would they?—Yes.

45877. And they would be established in a small way, and men who would not find work through the labour bureaux would naturally make application to the municipal workshop for employment?—If you will notice I have put here that the men would be sent to the municipal or State workshops in the first place.

45878. By whom?—They would be sent there when they have gone the whole round and cannot get employment. They would be sent by the local authorities.

45879. Against their will?—I say they have either got to go there or to the labour colony, or to go without. They can take their preference as to whether they go to the State workshop where they can maintain their skill, or whether they go to the labour colony supposing they are unskilled.

45880. Let us follow the man now. He wants to have his preference; he cannot find a situation through the labour bureaux; and he wants work; he makes application to be taken in at the municipal workshop at the ordinary rate of wages which you propose; and they would be bound to take him on, I presume?—If they had room for him to do it in.

45881. Would the system admit of saying that you had not room? What would become of him? If you had municipal workshops, the object of them is to absorb all these men, is it not?—To ultimately absorb them; but, of course, you could not absorb them until you had a complete system. You would only absorb a few at first naturally, but you would absorb a few, and in that way you would make a start.

45882. I think you said you could go on building if you had not room for them?—Gradually you would extend; as the experiment you were trying proved more or less successful you would go on extending.

45883. What is there in the way of extension immediately if there are more applicants than you have room for? The State has plenty of money, so what is there to prevent extension?—The same thing would happen here as happens in every business. A business cannot extend straight away; I mean to say a private company cannot extend straight away in many directions, simply because their present administrative staff cannot administer a lot of buildings and must grow into and must organise the industry, and the shops that they are building. In the same way the local administrations would have to grow into this work, and it would have to come gradually.

45884. The only thing that would stand in its way would be the want of competent men to manage it; is that what you mean?—No. You would get the competent men to manage it even as we get competent men

Proposed establishment of system of labour bureaux, and attitude of trades unions to labour bureaux.

Proposed establishment of system of labour bureaux and attitude of trades unions to labour bureaux.
Proposed establishment of system of municipal workshops to the already bodied al question! extension of the syst.

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to manage our tramways at the present time. What I think would be needed is this: In the first place you have got to get the money and you do not want to come on the rates too heavily at once, else you will only stultify industry. But you want to get money first, and you must get that from the profits and use that profit for extensions. In the second place you must extend gradually, so that the local administrators would all be able to grasp the administration of the affairs that they have to look after.

45885. Would you agree then that you would not extend unless you can show a profit eventually on what you have already effected?—I would not agree to it unless you lumped together the whole of your municipal services and showed a profit on the whole. If you can show a profit on the whole of the municipal services, trams, gas and everything else, I would not relieve the rates with those profits, but would put them by for the extension of the municipal concerns.

45886. Then you would go on developing the municipal workshop where men were working at a loss because other departments of the municipality were working at a profit; is that what you mean?—Private companies are content to work for two years sometimes at a loss in order to have an ultimate gain. What is done with private companies I would do with municipal bodies and I would judge a municipal body by the same standard as a private company which pays its men decent wages, works them under decent conditions and hours. I should have one standard for the two and not two standards.

45887. You still agree in principle that it would be the duty of a municipal authority or whatever authority had charge of these shops to provide employment for every man who is competent and could not find it for himself?—Yes.

45888. With the ultimate idea that it would absorb all these men and I would gradually take up into municipal control all industry?—Into municipal and State control; or it may be under a different form of local government—provincial control.

45889. Of course that is a matter of detail. If men had that option then there would be no need for trade unions?—That is because you do not understand trade unionism, I think. Trade unions at the present time have one function, but you know that the function of trade unions to-day is not altogether the same function that existed, say, in 1799, when the anti-combination laws were passed; and the functions in the future of trade unions will not be the same functions as at present.

45890. Your system under this heading of "practical reforms" would really change the principle of trade unionism, would it not; that is, as trade unionism is understood to-day it would no longer be necessary—that is my point?—Trade unionism so far as unemployed benefit is concerned would have no existence.

45891. It would disappear?—But the moral teaching that trade unions are at the present time instilling in their members would be still as necessary then.

45892. For what object would it be necessary then?—Trade unions are teaching men their relationship one to another. They invariably in their branches address one another as brother this or brother that, hence a new relationship is being built up amongst the men, and they are realising now something which is a step still further, and that is that if the man who is in the trade union is a brother the man who is outside the trade union is also a brother, only a little less fortunate in that he does not agree with them in the principles that they hold. This is the reason why trade unions are considered to be at the present time the greatest moral force in the country.

45893. In that way, how would trade unions differ from their position to-day?—To-day they give out-of-work payment to men, I understand, and they get the advantage of being on the list when trade union men are wanted, and they have the advantage of getting early situations, is that not so?—Yes.

45894. Then as trade unions are understood to-day they would be no longer necessary?—Yes. Trade unions at the present day are being resorted to by employers to engage workmen to do their work. In the future trade unions will be the greatest force in the industrial development of those particular trades that the trade unions help to administer.

45895. You are against giving State relief in any form, I rather gather?—State relief to men and women—not to children; I think the children should be looked after.

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Ayles.
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45896. And those who are infirm and sick?—Yes. Those who can work for themselves should work; those who cannot work either should be taught to work or educated, if they are children, or should be cared for physically or mentally.

Children,
the infirm,
and the sick
the only
proper
objects for
relief.

45897. If I understand your recommendations for paid guardians, you would have them undergo some examination; is that prior to submitting themselves for election?—Yes, rather—before they could become candidates. At the present time the party officials go round asking men if they are prepared to stand at the next election, that is if they want to fight; and if the best man will not fight they get the next best man, and all that sort of thing. Men will say: "I cannot afford the time." I may say this from my own personal experience: in my own trade union and in Bordesley, for which I sit, there are a dozen men that I could name straight away who are far better men than I am for Poor Law work, but they cannot get away from their work, and therefore, the twelfth or the thirteenth best—myself—has to do the work.

Proposed
payment and
examination
of guardians.

45898. What would be your examining body?—I would have certain questions that they should answer.

45899. Who should put those questions?—I certainly think the education authority should have that in their power.

45900. Then there should be classes set up by the education authority, which is the municipal authority, for the candidates for the municipality itself?—A proper education would teach citizenship and local government, as well as history and geography and a knowledge of other countries. In Birmingham now through the work of the educational association we are teaching men and women citizenship, local government, the conditions of labour, economics and such like.

45901. (Mr. Lansbury.) The main part of the argument in your statement is for the purpose of showing the uselessness of the Poor Law as a means of remedying poverty and distress generally, is it not?—Yes. It is entirely useless. According to statistics you still have the same number, although perhaps they are shaken up a little differently, as you had sixty years ago.

Futility of
the Poor
Law as a
means of
remedying
distress.

45902. And therefore you think that when the question of money comes in, you can point to the fearful waste of money with no good effect that is going on expenditure under the Poor Law at the present time?—Yes.

45903. And you would set that against any cost that may be incurred in undertaking your schemes?—Yes, rather. I think it would simply be an investment which would pay ultimately.

45904. At the present moment there are some hundreds of thousands of pounds spent on what is called able-bodied pauperism, which leaves the problem in your judgment very much worse than before the money was spent?—Very much worse, and only confirms and never reforms.

45905. We heard this morning, as you heard, too, from Sir Hallewell Rogers that, with even the present propositions and the present methods of dealing with the unemployed through distress committees, the best thing that can be done there is equally bad, because it simply anticipates work which ought to be done in the future by regular men?—I think that on the one hand it is a moral sedative to public sentiment and on the other hand I simply think it is a palliative; and while it is expedient to do these things I do not think it is right in principle.

45906. You were rather wanting to point to the hopelessness of the present methods, I think?—Yes.

45907. With regard to the widows with children, I understood you to say that you could not see why some of these widows should not be in charge of cottage homes with orphan and deserted children as well as their own?—Yes, I said that.

Question of
cost of trans-
ferring Poor
Law children
to education
authorities.

45908. If they all went to the education department, that does not necessarily mean that it is going to cost

Mr. W. H. Ayles. 11—
18 Mar. 1907. more money, does it?—No. I know that in some unions cottage homes, for instance, cost a lot of money; but in our union they do not cost, with establishment charges, sinking fund and all, above 8s. per head.

45909. Anyhow the money is being spent now, and you are simply asking that it shall be spent in a different way without the terms "pauperism", or "Poor Law" coming in at all?—Yes.

Need of country colonies for the infirm aged, and cost of such colonies.

45910. Taking the aged, you are asking that there should be decent means of lodging them outside the towns; is it not the fact that the setting up of these buildings inside the towns lands the ratepayers with enormous capital charges, and although the paying back is spread over a number of years it is very much heavier than building places in the country?—Yes, it is far heavier and not at all so satisfactory. Even though you had the same homes as you had, with almost the same surroundings as far as you could, and perhaps the addition of the smoke, yet at the same time you would not get the same effect that you would have in the country or on the outskirts.

45911. So there again you have at present got a big outlay which, in your judgment, is not being wisely spent, which can be set against whatever outlay there would be in treating these people in the country?—I think you could sell expensive sites which you have in the towns and buy less expensive sites and build with perhaps less ultimate cost out of the payment that you would get for the town sites; perhaps you could not only do that but buy the land to build the little colony on for the same money, and then that would land you into no more expense. I take that as a general statement.

45912. Do you not think that in the country many of these old people who now eat their lives out in idleness in the workhouse would potter about a garden and probably grow some of the food that they require for their sustenance?—Yes. I know a man who is sixty years of age, that at fifty-two was rendered incapable of work owing to the conditions under which he worked. Fortunately he has five sons, who help him to keep all right on his feet. He has worked very hard and saved a little besides. As soon as his little money had gone, if they were not there, he would have come on the rates. At the present time he is living on the outskirts where he has some fowls and some rabbits, and just when he is able he looks after those and makes a little money from them and also makes a few mats and such like. The same thing would happen.

Miss ISABEL HAYWARD, called; and Examined.

Miss I. Hayward. 8 Mar. 1907. 45919. (Chairman.) You are relief visitor to the King's Norton Union?—Yes, that is so.

45920. How long have you held that post?—Since July, 1904.

45921. Two and a half years, then?—Yes.

45922. You have prepared a short statement for us of your duties, which you are willing to put in?—Yes.

(The Witness handed in the following Statement.)

1 My duties are prescribed as follows:—

(a) To visit periodically all widows in receipt of out-relief and to supply a detailed report of such cases, describing income from all sources, condition of the house, and the feeding and clothing of children, etc.

(b) To visit periodically all aged and deserving poor recommended, or receiving the higher scale of relief, and to report on their home, conditions, and surroundings.

(c) To enquire into the antecedents of persons admitted to the workhouse and marked for report by the Revision Sub-Committee.

(d) Excepting cases of emergency, to investigate applications for admission to the maternity wards of the infirmary.

(e) To compile and keep indices of the Application and Report Book kept by the relieving officers.

(f) To assist when required in the removal of female paupers transferred from this to other unions.

45913. It would not necessarily follow that there would have to be a great cost?—No.

45914. The same with the people for whom you want pensions; is it not the fact that a considerable sum of money is spent even now on administration, which if the pensions were paid through the Post Office merely as a matter of right, could be set against the cost of the pensions?—Yes, that is so. Of course those who are in receipt of out-door relief, would cost a little more than at present. You could give them pensions with the exception of those who are perhaps receiving outdoor relief—a pension of anything up to 7s. or 8s. or even 9s. a week sometimes, according to the cost of the union—and no additional expense would be incurred in that way. Even in the case of out-relief you would still have the amount to pay in out-relief plus the expense of not only paying it but also of looking up these people and looking up their sons and everybody else as well—you would have the officials and all that to pay for.

45915. Does not the same thing apply in regard to the Poor Law infirmaries? There you are simply asking that instead of a person who needs medical treatment being classed as a pauper, he should have that treatment given him through another authority, and apart altogether from the degrading influence of the present Poor Law?—I think they ought to be able to go to an infirmary or to a hospital, as it would be called, and claim it. Besides which, if the sanitary authority, or whatever local authority it was that kept up these institutions, had these medical relieving hospitals better distributed, then cases would be looked after which at the present time have no access to hospitals, and then there would be a great saving in life in every way.

45916. (Mr. Booth.) With regard to the unemployable, your proposal is in the nature of a cure?—Yes; it is no good touching them otherwise.

45917. Would they be detained in the institution at which this cure would be attempted?—I would treat them as a fever patient. You would compulsorily detain the fever or infectious-diseased patient, and therefore you would detain these; they are psychologically diseased.

45918. Then they would be detained until cured?—Yes.

(g) To act as inspector under the Infant Life Protection Act, 1879, or any amending Act.

(h) To perform such other duties as the Local Government Board or guardians may from time to time prescribe, and to act generally under the instructions of the clerk to the Board.

2. As to Cases of Widows.—These visits materially assist the guardians and relieving officers, particularly in doubtful cases. It sometimes happens that a widow has a lodger or even two, of whom she does not acquaint the relieving officer. This is only found out by inspecting the bedrooms. If the beds or rooms are dirty this is reported. On a second visit I generally find the condition of the house improved.

3. As to Visits to the Aged Poor.—The old people often benefit by these visits; if the relief is found to be inadequate a report is made to the guardians, who re-consider the case. Some old people strongly object to the workhouse, and the conditions under which they live are unsatisfactory; these are sometimes remedied through visiting, and the old people made more comfortable.

4. As to Maternity Cases.—Before an applicant is given an Order for the workhouse she is visited at her home or lodgings; by this a more truthful report as to the history of the case is obtained. This information is furnished to a voluntary society which undertakes the after-care of these girls.

5. As to Infant Life Protection Act.—The supervision of one-child cases, in my opinion, would have good results.

lief to
children of
widows with
dirty houses.

45923. (*Chairman.*) I see your duties are, amongst other things, periodically to visit all widows in receipt of out-relief and to report on the condition of the house and the feeding and clothing of the children. What has been your experience during the two and a half years of your periodical visits? Have you had to report many cases where the houses were unclean or the children neglected?—Very many cases where the house was very unclean and where the people were unclean also. I report that to the guardians. Very often the people are asked to come to the committee, and they are told that if they do not bring about different conditions of the house their relief will be taken away from them or reconsidered. Then I go again and try to talk to them and tell them how to do these sort of things; and very often it has fruit.

45924. Then the admonition of the committee is effective?—Yes, very often.

reception of
by cross-
visitor by
supers.

45925. What is your reception the second time you called?—Rather better than the first.

45926. There is no resentment?—No, I have not met with any.

reception of
disclosed
sources by
cross-
visitor results
cessation
relief.

45927. Were there any of those whose relief was knocked off?—Yes, but not on account of the dirty condition of the house. It was on account of the income coming into the house. I found about half-a-dozen cases where over £2 a week was coming into the house. The relieving officer could not find it out, because they were lodgers. It was only on my inspecting the bedrooms that I found out how these people occupy the beds.

45928. Can we take it, then, that the result of your inspecting these houses was that you detected certain fraudulent statements?—That is so.

attitude of
guardians in
ward to re-
lief of widows
with dirty
houses.

45929. But on the other hand no woman has lost her relief for keeping an untidy house, because your admonitions or representations have been effective?—That is so. We do not stop the relief; I generally manage to bring it about in a different way. If it is a very dirty house and the woman seems very obstinate, then I bring her before the committee.

45930. As I understand your methods, they so far have been effective that the women have improved, so that in no case has the relief been knocked off?—I do not remember one case.

condition of
children of
widows
relieving
ref.

45931. Coming to the children, I suppose some of these widows have a certain number of children who are attending school?—Yes, and some are working.

45932. What is the condition of those children? Are they as a rule, do you think, properly looked after and properly fed?—Yes, as a rule. I have not had very many cases where the children have been underfed or not properly clothed.

45933. Then there were a few cases of that kind?—Only a few.

45934. What did you do in those cases?—I think I have rather taken that on myself, and have advised the woman how to go about. I have gone in at different times to see the meals, and of course I have generally surveyed the house and helped the woman with my own personal views.

45935. There is the difficulty, I suppose, in certain cases of widows who work, that they are out of the house at the time their children ought to be at school?—That is so. I frequently find women employing children—simple little drudges—in the house?

45936. Their own children?—Yes.

45937. In order to help them?—In order to help them clean the house.

45938. (*Mr. Gardiner.*) Would those children be of school age?—Yes, they are.

45939. (*Chairman.*) It has been suggested in certain quarters that children whose mothers are in receipt of out-relief are not properly fed, but your general experience does not point to that?—No.

number of
cases visited
at King's
Norton lady
cross-
visitor.

45940. How many cases do you think you have visited—roughly; just give a guess?—I am afraid I could not tell you.

45941. Some hundreds?—Yes.

45942. Are you the only lady relief visitor of King's Norton?—I am the only one.

Miss I.
Hayward.

45943. Is the whole district under you?—Yes, the whole union. I should think I have visited between 150 and 200 widows, but I have not reported on all.

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45944. You have only reported where necessary?—Where the guardians have asked me to do so.

45945. The relief in King's Norton is low compared with other unions; did you see signs of its inadequacy at all in the conditions of the house or the nature of the food the children had?—My own personal idea is to give more out-relief to widows. They seem to have to work very hard and to be out all the time; therefore I cannot expect them to keep their houses as they should.

Lady cross-
visitor's re-
port as to
inadequate
relief and
action
thereon by
guardians.

45946. Have you ever represented that to the committee?—Yes, I have done so.

45947. That the relief is in your judgment hardly sufficient?—Yes, and it has been increased in many cases.

45948. You also visit the aged and deserving poor, do you not?—Yes.

Condition of
aged out-
relief paupers
in Aston
Union.

45949. Has their general condition been satisfactory, or have there been many cases where you have had to report that the house was unfit, and you have thought they were unable to take care of themselves?—In several cases I have reported where the house has been dirty and the old person has not been able to look after him or herself, and therefore they have very often gone into the infirmary.

45950. Do they come out again?—Yes, they come out again and somebody generally turns up to take them into their own home. Another thing, I very often find an old woman sleeping with children. That is rectified by my telling them I cannot allow it, or the guardians cannot allow it, and that if it continues they must come to the committee. I explain it to them. Then I often find that the old people occupy a bed to themselves, if not a bedroom, and that is rather better for them.

45951. Why do you inquire into the antecedents of the persons admitted to the workhouse; is that in order to report on their character?—Sometimes the relieving visitor as to officers are unable to get the names of all the sons. I very often find there is a son capable of helping.

Functions of
lady cross-
report on their
character?—
Sometimes the
relieving visitor
as to officers
are unable to
get the names
of all the sons.
I discovering
liable rela-
tives.

45952. Is not the union a very large one for one lady relief visitor?—It is a large one, but, of course, being a new position, we hardly knew how it was going to work.

45953. How many cases can you manage in a week?—In one district I might manage five or six in a day.

Number of
cases visited
by lady cross-
visitor in a
day.

45954. It depends on the distance, of course?—That is exactly it.

45955. Do you go out into the rural part of King's Norton at all?—Not so much.

45956. I see you investigate applications for admission to the maternity ward of the infirmary; I assume those applications are generally from unmarried women, are they not?—Yes, certainly.

Unmarried
mothers in
Poor Law
infirmaries

45957. You act as inspector under the Infant Life Protection Act of 1879; have you much work under that Act?—No, I have not been able to go into that very much. I find that I cannot, with my other duties, do that as I should do it. To find out these children I should have to make a house-to-house visitation, and that, of course, my other duties do not allow.

Lady cross-
visitor's work
under the
Infant Life
Protection
Act.

45958. Is infant mortality high in your union?—I do not think it is so very high.

45959. There is no milk depôt there, is there?—I do not think there is in our union.

45960. The sanitary authority has put up nothing of that kind?—No, I think not in our union.

45961. Is there any committee of ladies who deal with the maternity cases afterwards?—Yes, our lady guardians see these women after they are in the workhouse.

Voluntary
committee
for dealing
with un-
married
mothers in
workhouse.

45962. Are there any ladies, or is there any committee to look after them, or to try to get them places afterwards?—Yes, there is the Magdalen Charity; I send my reports to the Magdalen Charity.

45963. Do they deal with the whole of them?—Yes, they do.

- " Miss I. 45964. Have you any communications with the health
Tayward. authority?—I have not officially, strictly speaking; but
18 Mar. 1907. I do report to the health authorities when I find a house
in a very bad state or when it is very crowded. We work
together very well like that. They also advise me of the
old people who are receiving a very small amount of relief.
I find that very beneficial in more ways than one.
- Co-operation 45965. I suppose you talk a good deal to these women,
between lady the widows and so on?—Yes, I think I do.
ross-visitor
and sanitary
authorities.
- Question of 45966. Do you find there is a great reluctance among
deterrence of that class to have recourse to medical relief, because it is
medical associated with Poor Law relief?—No, I do not.
relief.
45967. You do not find any reluctance?—No. I
think it is the thin end of the wedge. If they have a
finger-ache they want to go to the doctor, that is my
experience. Of course I am quite new to the work.
- Question of 45968. (Mr. Bentham.) Do you consider there is much
sufficiency of suffering in your district for lack of proper medical atten-
medical tion?—No, I do not think so—speaking personally, of
relief in course.
King's
Norton.
45969. (Dr. Downes.) What previous experience had
you before you took up this post?—I was a teacher first
in this union, the King's Norton Union, and then for three
and a half years in North Kensington.
45970. Under the board of education?—Yes.
45971. Have you had any nursing experience, or any-
thing of that sort?—No, I have not.
- Duty of 45972. (Mr. Gardiner.) I did not quite understand
lady cross- what you said to the Chairman about the children's
visitor as to clothing; if you find the clothing is not adequate, do you
children of report it to the guardians?—Yes, I do that.
- widows 45973. The same with the bed clothes and that kind of
receiving relief. thing?—Yes. Very often if they are worthy of more
relief, the guardians give it to them.
- Advantages 45974. It is for you rather to see that they spend it on
of the cottage what is actually necessary in the way of clothes?—Yes.
home system Another thing I recommend is that one or two of the
for children. children shall be taken into cottage homes, when the
case presents itself.
45975. Do you think that is a good thing as a general
principle?—Yes, I do think so, because it is very often the
youngest one who gets neglected.
45976. You do not think it permanently breaks the tie
between the mother and the child?—No, I do not think
so at all.
45977. And you do not think the child fails to learn
unselfishness?—No, I have not proved that.
45978. You have been at this for how long?—For
two and a half years.
45979. You have got no case paper system have you,
at King's Norton?—Yes.
45980. But you spend some time upon the Application
and Report Book, do you not?—That is the Relief Order
Book.
- Need of more 45981. (Mrs. Bosanquet.) Would you like the widows to
adequate have enough relief to enable them to stay at home?—
relief for Yes, I am a great advocate for that, but I do think that the
widows with women who stay at home ought to do a little work as well;
children I do not say that they ought to have sufficient relief to
keep their children and themselves without work at home.
45982. It would not be very good for the homes to have
box-making and things like that at home, would it?—I
do not mean work like that. I mean laundry work or
sewing. I do not mean any factory work; the children
come in for so much of that.
45983. Why is it you are able to find out more than the Value of my
relieving officers can?—I can hardly explain that, but my cross-visit
reports prove that I am able to do so. It is perhaps that in eliciting
I talk to the women rather more. At any rate, I seem informatio
to get the information, and it is quite correct. from paup.
45984. And you do not find that they mind it when
you invite them to tell you about themselves?—They do
not mind it a bit. I have never had any resentment
shown at all.
45985. That is really through the way the thing is put
to them, I suppose?—I do not know, but I have never
met with any hard words at all.
45986. Do you go anywhere besides to the women Nature of
themselves? Do you go to the neighbours or to the enquiries
relations?—I do not go to the neighbours; I think that is made by
bad. I generally make my inquiries from the shop-lady cross-
keepers, or from the landlady or someone like that, but visitor.
not from the neighbours—I do not think that is fair.
45987. Do you ever go to where they lived before?—
Yes, but only in bad cases. They must be very bad
before I go into their past history.
45988. Is it part of your work to see the sons and
daughters, and see whether they can help?—No, that
is turned over to the relieving officer. In the case of an
old woman, I generally go to her daughter and talk to her
and ask her if she can clean the house for her mother.
Very often she does come in once or twice a week and
scrub the floor, whereas before it used to be just swept
up.
45989. You find really that you can make yourself a
friend to the people?—That is my aim, more than to be
treated as an official.
45990. (Mr. Lock.) Have you found that the people Question o
think it a great hardship to accept medical Poor Law deterrence
relief?—According to my experience, no. medical
relief.
45991. Do you think that would apply largely to the
sort of people you are dealing with, or does it apply to the
people who are accustomed to look at pauperism and
Poor Law as a thing naturally before them?—I would
say of the better class, no; of the lower class, yes.
45992. That is to say, the better class resent it?—Yes,
but the poorer class do not mind it a bit.
45993. Do you think the better class are suffering by
reason of not applying so easily for medical relief?—I
cannot answer that.
45994. (Mr. Bentham.) Do you find that people go
readily into your infirmary?—I am afraid I cannot
answer that very well.
45995. (Chairman.) What exactly were you previously
to being a relief visitor?—I was teacher in an elementary
school in the King's Norton union for eleven years, and
in London (North Kensington) for three and a half years.
45996. Then you got in that way indirectly to know
a good deal about the parents through the children, I
suppose?—I had left the place for a number of years
before I went back to King's Norton. I last taught in
North Kensington. During that time I used to do a
lot of visiting among my own children and recommend
them for clothes and food that was given away. That
was a little experience for me when I took up this work.
45997. You got your experience in that way?—Yes.

EIGHTY-SEVENTH DAY.

Tuesday, 19th March, 1907.

AT THE FOREIGN OFFICE, DOWNING STREET, S.W.

PRESENT.

The Right Hon. Lord GEORGE HAMILTON, G.C.S.I., etc., etc., etc. (Chairman).

The Right Hon. CHARLES BOOTH, F.R.S.
Mr. F. H. BENTHAM.
Dr. A. H. DOWNES.
The Rev. T. GAGE GARDINER.
Mr. GEORGE LANSBURY.
Mr. C. S. LOCH.
Mr. T. HANCOCK NUNN. }

The Rev. L. R. PHELPS.
Professor WILLIAM SMART.
Mrs. BERNARD BOSANQUET.
Mrs. SIDNEY WEBB.
Miss OCTAVIA HILL.
Mr. FRANCIS CHANDLER.

Mr. R. H. A. G. DUFF (Secretary).
Mr. J. JEFFREY (Assistant Secretary).

Mr. ARTHUR WAYNE, called; and Examined.

45998. (Chairman.) How long have you been Superintendent of the Aston Union Cottage Homes?—About eight years.

45999. Therefore you have been there from their commencement?—Yes.

46000. We will take the statement you have prepared as your evidence in chief if you will kindly hand it in?—Certainly.

(The Witness handed in the following Statement.)

1. This union consists of Aston (mainly in the City of Birmingham), Aston Manor, the suburban districts of Erdington and Sutton Coldfield, and the rural districts of Castle Bromwich, Curdworth, Minworth, Water Orton and Wishaw.

2. Practically the whole of the pauperism of this union is in Aston, or Aston Manor.

3. The Aston and Aston Manor population consists principally of small shopkeepers and working men.

4. There is a very large number of ill-housed, ill-clad, and ill-fed children, about the streets, in the concert halls, growing up unskilled in labour.

5. The manufacturers and people of substance live in the suburban districts of the union.

6. Work is varied and plentiful. Wages are good. Cost of living is moderately low.

7. The following table compiled in 1901 may be useful:—

Mr. A. Wayne.
19 Mar. 1907.
Social and industrial conditions, etc., in Aston union.

Parishes.	Area.	Population.	Rateable Value.
Aston - - - - -	5,051	201,534	£ 800,669 14 0
Aston Manor - - - - -	943	77,310	272,746 15 0
Erdington and Witton - - - - -	4,550	16,366	112,775 11 6
Sutton Coldfield - - - - -	13,030	14,264	103,290 0 6
Water Orton - - - - -	623	620	8,764 19 0
Castle Bromwich - - - - -	2,701	845	12,465 11 0
Curdworth - - - - -	1,620	419	4,021 12 6
Minworth - - - - -	1,550	688	14,764 12 0
Wishaw - - - - -	1,230	171	2,044 15 0
Totals - - - - -	31,298	312,217	£1,331,543 10 6

Causes of pauperism.
8. Besides intemperance, old age, illness, or accident, the causes of pauperism are:—
(a) Thriftlessness. The workman's savings in the Post Office Bank might be subsidised, to encourage thrift.
(b) Trades Unions and Workmen's Compensation Act.
(c) Improvident marriages.
(d) The number of men not skilled in any trade.
(e) The growing idea in the minds of the people that relief is a kind of old age pension.
(f) Unwillingness on the part of sons and daughters to be saddled with the trouble and expense of maintaining their aged parents.
(g) Illegitimacy.

9. The persons seeking election as guardians in this union (and the remarks apply equally to Birmingham) are generally:—
(a) Retired tradesmen.
(b) Labour representatives.
(c) Professional men.
(d) Ladies.
10. As far as I can judge, the Birmingham and Aston Boards are somewhat ideally constituted, the majority being men who are now sufficiently well off to be able to devote their time to the work of the board, without desiring any reward or consideration for their services, but who have in the past known the burden of the rates.
11. On the other hand there is a large minority of working men representatives who appear to desire the

Class of persons becoming guardians.
among Birmingham and Aston Guardians.

Mr. A.
Wayne.

19 Mar. 1907.

Compulsory
army enlist-
ment as a
remedy for
vagrancy and
unemploy-
ment.

Penal
colonies
for tramps.

Anxiety of
guardians to
get rid of poor
law children.

Trade in-
struction for
boys.

Condition of
Birmingham
children.

Compulsory
evening in-
dustrial
schools for
children.

Emigration of
children of
vicious
parents

Aston union
cottage-
homes.

Special homes
for in-and-out
for the accommoda-
tion of children
who are frequently
in and out.
Education and
after-care of
Aston poor
law children.
Class of
children in
Aston
Cottage
Homes.

welfare of the people under their charge without respect to the cost, and this minority is sufficiently strong to keep the board progressive.

Suggested Reforms in the Poor Law.

12. The Tramp Question :—

(a) My colleague, Mr. Lloyd, Master of the Aston Union Workhouse and I have had a considerable amount of conversation on this question. We find a large number of men of all ages are wandering about the country, unable or, more probably, unwilling to settle down to work.

(b) I suggest that all men between the ages of twenty and forty-five, who, being in good health, and not *bona fide* working men seeking employment, are unable to support themselves, or are without fixed abode, should be compulsorily enlisted for a term of years in the Army: that during their term they should be taught some trade, and at the end of their military service they should be assisted to emigrate or to find work: failing which they must return to the Army.

(c) All tramp wards to be abolished, and any men over forty-five years found wandering, unless in search of work as above, be treated in penal settle-ments.

(d) I am also of opinion that the Army is the proper means of dealing with the unskilled out-of-works, on the general principle that every man shall be compelled to serve his country in some useful capacity.

13. Children :—

(a) Children of unfit parents should be taken charge of by the guardians.

(b) In my experience guardians are generally too anxious to get rid of the expense of maintenance of the children, and put pressure on the parents to take their children out, when there can be no other prospect but future pauperism before them.

(c) Children under the care of the guardians should be instructed in handicrafts, and the apprenticing of boys to tradesmen should be encouraged.

(d) "The streets of our city are overrun with ill-fed, ill-clothed, and ill-educated children" (Birmingham *Daily Mail*, January 28th, 1907).

All children should be compelled by law to attend evening schools (after leaving the elementary schools), where various trades should be taught, as well as instruction in morality, etc.

At present the children appear to spend their evenings running the streets or attending music halls.

(e) All children of parent or parents known to be leading immoral lives should be emigrated.

The Cottage Homes System.

14. The Aston Union cottage homes consist of :—

Fourteen cottages, each accommodating sixteen children.

Two cottages, each accommodating twelve children.

Lodge or probationary home accommodating sixteen children.

Infirmary accommodating twenty-four children.

Superintendent's house.

Infants' school and chapel.

Swimming bath.

Workshops, laundry, etc.

The total accommodation, exclusive of probationary home and infirmary, is 254.

15. The guardians have recently acquired Witton Hall for the accommodation of children who are frequently in and out.

16. The children, excepting infants, attend the council schools in the neighbourhood.

The elder girls are trained for domestic service.

The boys are instructed in carpentering and painting.

17. The guardians adopt the policy of boarding out and of emigrating such children as are available. The children who are dealt with in the cottage homes are therefore to a large extent of the ins-and-outs class.

18. The following figures will give some idea of the extent of the changes of children during one year, 1906 :—

	Number of children	Number of children
Number of children in the homes, January 1st, 1906	269	dealt with in
" " " admitted during the year	344	Aston union
" " " discharged during the year	382	in one year.
" " " in homes, January 1st, 1907	231	

19. Of the 382 children discharged :—

Twenty-four were sent to service.

Twenty-six were sent to Canada.

Six were boarded out.

20. After nearly twenty years' experience of cottage homes work I am convinced that the system is excellent, that the training the children receive fits them for after life, that there are few failures, and that many do really well.

21. I would suggest the following points :—

(a) Girls when of suitable age should be thoroughly trained for domestic service.

(b) Boys should be instructed in some handicraft or be apprenticed to a tradesman, or be trained for the Army, or be sent to sea, according to their physical and mental capacity, with or without the consent of the parents.

(c) Cottage homes should as far as possible be established in suburban districts rather than in the country.

(d) Children should attend the public elementary schools.

(e) It would be advantageous in many cases to deal with children away from their own union. It is a common experience for children who have been trained and sent out to service and who are doing well, to be interfered with by relatives or friends who show themselves eager to take to the children as soon as they become wage earners. Most of the failures among our children are brought about by this cause.

(f) All children should be removed from workhouse life.

22. If the Poor Law system could be nationalised or, at least, that portion dealing with the education of the children, all children under the care of guardians might be placed in cottage homes centres. It would doubtless be advantageous in many instances for guardians to be able to send children to a distant home rather than to maintain their children in the union in which their relatives reside.

46001. (Chairman.) Each of your cottage homes accommodates sixteen children?—Yes.

46002. Do you find that one mother can look after sixteen children?—Quite well.

46003. There have been no complaints?—None at all.

46004. I suppose they are assisted by the elder children?—Yes, the children practically do the work. We have had as many as twenty children in these homes; we were overcrowded some two years ago and my officers did not complain of twenty children being in the homes.

46005. Are the sexes separated?—Yes.

46006. The children go to an elementary school, I suppose?—Yes.

46007. How do they do there, pretty well?—I have no complaints.

46008. I suppose they hardly hold their own with the children outside, they are more backward?—They do, they seem to hold their own fairly well; their educational attainments are not so high as the other children's, but they frequently gain prizes. A number of our children have taken prizes at the elementary school, and the schoolmaster speaks very well of them.

46009. You get rid of them at the age of sixteen?—Yes, or somewhat before.

46010. Am I right in assuming that during those eight years 382 children have passed through?—That is in one year, that is the number of children admitted during last year. We have had about 2,500 children through in the eight years.

46011. A good many of those 382 children who were discharged I suppose were children whose parents were ins-and-outs?—There would be a considerable number.

46012. What proportion would have gone through the whole course. I want to find out what proportion of

Number of
children
dealt with in
Aston union
in one year.

Proposed
reforms :—
Domestic
training for
girls.
Trade
instruction
for boys.
Advantage
of suburban
cottage
homes.
Education of
poor law
children in
public
elementary
schools.
Necessity of
sending
children away
from their
own union.

Removal of
children from
workhouse
Advantage
of national
system of
dealing with
poor law
children.

Details of
Aston cottage
homes.

Education
and capabil-
ities of
Aston Poor
Law
children.

Number of
children
dealt with
in Aston
union.

Proportion of
permanent
children in
Aston cottage
homes.

those who have been through the whole course when they leave get into situations. I see twenty-six went to Canada and twenty-four were sent to service; what happened to the others?—There were 344 children admitted during the year, 382 were discharged, so that to a very large extent it is a floating population, and the great bulk of the children would not go through the whole course. Many of the children are only there for a few days, so that we can hope to do very little with those. The children who stay in a number of years would be instructed in a trade, or in the case of the girls in domestic work, but I think I can answer your question best by saying that during the eight years we have sent out eighty-five children to service; that would give an average of about ten or eleven a year.

46013. And the boys?—That is boys and girls.

After-careers of poor law children. 46014. Do you follow up the careers of the boys and girls who leave your school?—Yes, I can tell you what has become of them, if you would like to know.

46015. If you can shortly summarise it, it would be interesting?—We have sent out eighty-five children during the time I have been at the Aston Cottage Homes, and of those eighty-five the matron and I personally know of sixty-four who are doing well. There are eight that we cannot say are doing well, twelve we have lost sight of, and one has died.

Proportion of permanent children in Aston cottage homes. 46016. Of the number of children at the school you seem to have a very large proportion whose training and tuition is much broken by their parents' interference?—That is so.

46017. What proportion would that constitute? would it constitute half. Would you say that half the children were able to go through a course of four or five years' training?—It is a very small number that really pass through the full training. As I point out by my numbers, practically the whole is a floating population. We have 250 children permanently in the homes, but those 250 children are constantly changing, as may be seen from the fact that 344 were admitted and 382 discharged in this particular year, and each year is about on the same proportion.

46018. How many of those 382 that were discharged would be about fourteen years of age, to put it in that way. Taking those two sets of figures, 344 coming in and 382 going out, that does not convey very much, if it is a floating population it only means you take in so many and so many go out of the school in the course of the year? What we want to get is the effect that the training has had on those who have been there long enough to be affected by it?—The number who would undergo the training?

46019. Yes?—We have about twenty-six children in training, boys and girls constantly.

46020. The great mass of the children who go there do not go through a thorough system of training?—No, they are out before we can train them.

46021. The object therefore of these cottage homes to a certain extent, is nullified by the action of the parents?—That is so.

Need of power of detention of in-and-out children. 46022. Have you ever discussed the advisability or possibility of having powers of detention?—That is a thing that I think is greatly needed, particularly in the case of children of parents who are continually coming in and out. We get numbers of children who remain in the homes for a month or two and then their parents will take them out and stay out a month or two and bring them back again. That happens again and again. I have instances of children who have been in eight or ten times with intervals between. Their education is thoroughly broken up. Some children know very little indeed, their education is absolutely neglected.

46023. What would be your idea of the sort of powers of detention that you would like, or which would be necessary?—I think that all tramp children should be detained, and I should like to see the children of parents who are known to be shifty detained until they have had a sufficient training.

Adoption of children by Aston Guardians. 46024. I suppose there are a certain number of children whom the guardians have adopted?—Yes.

46025. They go right through the whole system?—They do sometimes.

46026. What prevents them?—The object the guardians have in view in adopting children is to enable such children to be boarded out. It follows that these children do not go right through our system. In some instances the children are allowed to get back under their parents' control.

Mr. A. Wayne.

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46027. What do you mean by the guardians adopting the policy of boarding out and emigrating such children as are available. I understand emigrating, but as to boarding out, do they take them away from these cottage homes?—In the boarding-out system, that is placing children out in homes in the country, the permanent children, the orphans and the deserted, are sent away. Practically the guardians retain in their homes the ins-and-outs class of children.

Boarding out by Aston Guardians of permanent children.

Class of children in Aston Cottage Homes.

46028. That accounts for the limited time that some of these children are there?—Yes, all the permanent children are taken away from us practically.

46029. In your opinion, does not that very much counteract the object of these cottage homes?—In my opinion it does.

46030. Have you any children who are members of a large family, whose mother is a widow and who are taken away from their mother because she is unable to support children. them?—No, I do not think so.

46031. You have not any?—Very few.

46032. That is not a method of relief to which your guardians have recourse?—No.

46033. To sum it up, really you cannot test the efficacy of this system when the training is so perpetually testing broken into by the in-and-out parents taking their children away?—I can only speak as to the success of those that we have trained. The difficulty of the scheme seems to be that after you have trained a boy (this refers to boys not to girls) you have to get him into sufficient wage-earning to find him altogether in lodgings, food and clothing, and there are so few openings for boys to take places where they live in; we have been able to secure one or two places for carpenter boys, and we have actually managed to start them at 10s. a week, and the masters have been pleased and satisfied that the boys have been able to earn that much from the first, but in order to do that it is quite necessary that we should keep those boys until they are sixteen, we cannot do it under.

Difficulty of testing success of cottage-home system.

Need of Guardians maintaining boys until 16.

46034. That is to say the guardians should keep them?—Yes.

46035. You have no home or house belonging to the guardians at which boys whilst earning wages, but unable entirely to support themselves, are lodged?—We have not, the Roman Catholics have a home of that description in Birmingham.

46036. I daresay you have heard there are those homes in other unions?—Yes.

46037. That is very much what you would like to see?—Yes.

Need of poor law working-boys homes.

46038. It is the critical period, I suppose, just those two years?—Very.

46039. And the boys want watching, and a certain amount of help?—Yes.

46040. What trades do you teach them as a rule?—Carpentering, painting and gardening.

Training and employment of poor law boys.

46041. (Mr. Chandler.) Is that the only trade you teach your boys?—That is all.

46042. Have you industrial trainers in carpentering?—Yes, carpentering, painting, paperhanging and gardening.

46043. Are you able to keep a sufficient number under those trainers to get grants?—Only the carpenters.

46044. Do you find that painting and gardening are suitable employments for finding occupations?—I think painting is, and gardening is too, because you have to bear in mind that we get so many children that it would be impossible to bring up as carpenters, which is a skilled trade; we do get some rather feeble-minded children who could be trained for gardening that you could not train to be a carpenter or even a painter.

46045. You have no difficulty in finding them employment?—No, no difficulty in finding them places.

Mr. A. 46046. (Mrs. Bosanquet.) At what age do the girls
Wayne. leave you?—They are supposed to leave at fifteen and
a half.

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46047. Have they any time given up specially for
training as domestic servants?—The older girls as far as
practicable pass through my own house; we give them
six months' training under the matron's care.

46048. In all branches of domestic work?—All
branches.

46049. Who finds them places?—We have no difficulty,
we get so many applications from the residents.

46050. Those would not all be suitable, would they?—
Inquiries are made.

46051. Who is responsible for that?—The matron;
she reports to the guardians, and the guardians decide
whether the girls are to go.

46052. Do you send them to little generals' places where
there are no other servants?—Some of them, yes.

46053. What wage do you begin with?—Half-a-crown
is the lowest, and I do not think we have had more than
3s.

46054. Do you make any stipulation as to the raising
of the wages after a time and holidays?—We do not find
that necessary, the girls generally want to look after them-
selves pretty quickly; after they have been out twelve
months they see that they get their wages put up

46055. Does anyone visit them?—Yes, the matron
visits them, and they are also visited by the Girls' Friendly
Society people.

46056. Are you in touch with the Girls' Friendly
Society?—Yes, my wife is a member of the Girls' Friendly
Society

46057. Do they all become members?—All of them,

46058. Do you know any cases where the girls have
come back into the workhouse?—We have had two cases
of girls coming back into the workhouse, one was a
decidedly feeble-minded girl, and the other was a girl
who had got back to her relatives.

46059. Do you know what has become of them now?—
We have got them places again; they are now going
on fairly satisfactorily.

46060. (Mr. Gardiner.) In Paragraph 13 (d) of your
statement you quote a statement from the *Birmingham
Daily Mail*. Are those children Poor Law children or not?
—Not.

46061. You make that quotation in order to call
attention to the way in which the School Attendance
Acts are enforced, or the Industrial School Act?—Yes.

46062. You think there is a great deal of pauper popu-
lation thus created?—I think so, that the children about
the streets are not sufficiently looked after. I think that
the school authorities might do a great deal more than
they do in seeing that the children are properly clothed
and properly cleansed, not in the school but in the homes.
I really feel that there are many many cases of distress that
the school authorities might come across that they could
report to the relief authorities and see that relief was given.

46063. That means you want closer co-operation be-
tween the local education authority and the board of
guardians?—Yes.

46064. With regard to Paragraph 13 (a), I understand
your board does adopt children?—They do.

46065. And then they rescind the resolution?—Some-
times.

46066. Can you give us any instance of what has
happened in consequence of rescinding the adoption
resolution?—Children are adopted at one meeting of a
committee and at the next board meeting I shall find
an order to discharge them to their parents; there seems
to be an overlapping of the work of the committees, the
relief committee will order a man to come and take his
children out who have been adopted by my committee; the
guardians seem rather to prefer that the children should
go than that they should be kept.

46067. From your point of view they are really pro-
viding paupers in the future by this system?—Exactly

46068. (Mr. Phelps.) Can a committee adopt children?
—It has to be sanctioned by the board at the next meeting.

46069. Do you mean the board does not confirm their
resolution adopting?—The board had confirmed their
resolution, but at the next board meeting there was another
resolution that the children should be sent away.

46070. (Mr. Gardiner.) With regard to Paragraph 13 (d)
again, you want to have compulsory attendance to
continuation schools?—Yes.

46071. From your knowledge of the feeling of the
board, do you think there is any chance in your neighbour-
hood of getting support to such a proposal?—It wants
to be made compulsory.

46072. Do you think a proposal to make such atten-
dance compulsory would receive any measure of support in
your neighbourhood?—I have not thought of that; I
could not say

46073. It does not seem to harmonise with the present
policy of the guardians?—I do not think it should
be a matter for the guardians to decide, but the school
authorities.

46074. But the guardians represent public opinion?—
I do not know about that.

46075. With regard to Paragraph 16, do you think
painting is a good trade to bring up boys to, seeing it is so
seasonal?—It seems to be a very good trade.

46076. You do not find your boys are frequently out of
work in the slack season?—I have not found that so.

46077. (Dr. Downes.) Where was your previous ex-
perience, I see you have had twenty years' experience?—
Marston Green Cottage Homes, Birmingham.

46078. How long have the Aston Cottage Homes been in
operation?—About eight years.

46079. Do you find the construction and equipment of
those homes satisfactory for teaching?—Excellent.

46080. You have no complaint to make?—None at all.

46081. What do you think of the numbers in the
cottages, have you anything to suggest with regard to that,
whether they are satisfactory or whether you would alter
it?—I think that the sixteen children are managed very
nicely; there were thirty at the Marston Green Homes.

46082. Which do you prefer, a smaller number or the
larger number?—Decidedly the smaller number.

46083. Does it make any difference from the point of
view of expense of working, have you measured that?—
I do not think it does, because although it takes one or
two more officers for the number of children, yet at
Marston Green a large number of children are kept to an
advanced age to help to do the work, whereas we are able
to get rid of them as soon as ever they are available for
service.

46084. As to the detention, do I understand you would
like to see some powers of adoption of the children who are
taken in and out?—Yes.

46085. What would you do with the parents of those
children, would you take any action in regard to them?—
I have not any sympathy with the parents in the matter.

46086. Might they not ride away gaily and leave the
children in charge of the other people?—I do not think so,
I think they want the children very badly when they
become wage-earners; if they could not have them then
that would be sufficient punishment.

46087. Would you care to see any direct punishment
for parents who so neglect their children as to drag them
in and out of the workhouse, somewhat as in the case of
cruelty to children?—It is my opinion that they should
be punished.

46088. You think there might be a moral cruelty as well
as direct cruelty?—Yes.

46089. With regard to tramp children, would there not
be a difficulty with regard to the settlement of those
children, would the guardians care to adopt other people's
children in that way?—The law of settlement seems to
stand in the way of a good many things; I do not see
why it should be considered.

46090. Have you noticed the number of tramp children
who come under the Poor Law in the return?—I have
not, I could not say what proportion would be tramp
children.

Adoption
rescinding
adoption of
children by
Guardians.

Compulsory
continuation
schools for
children.

Details of
Aston
Cottage
Homes.

Proposed
detention of
children of
ins-and-outs
and question
of treatment
for their
parents.

Supervision
of poor law
girls first in
service.

Condition of
Birmingham
children and
attitude of
education
authorities
thereto.

Adoption and
rescinding of
adoption of
children by
Guardians.

46091. It is very small on a single date?—It is not large.

admission of children to the workhouse and cottage homes. 46092. (*Mr. Bentham.*) Where are the children admitted?—At the workhouse.

46093. Is a special ward set apart for them?—No, they are transferred to the cottage homes immediately after the doctor has examined them.

46094. Do they often stay in for a night?—Only where there might be some danger that there is infection.

46095. And if they stay in, where are they placed in the workhouse?—In the receiving ward.

46096. Are adults admitted into the same receiving ward?—Yes.

46097. Where are remand children sent to; do the guardians take charge of them?—We get very few remand children; they are sent to the homes.

adoption and rescinding of adoption of children by guardians. 46098. Could you tell us how many children the guardians have adopted altogether under the 1899 Act?—I could not.

46099. Is it a common practice to give them back again?—Not a common practice.

46100. It is an exceptional case you have mentioned? Exceptional cases.

proposed migration of children of vicious parents. 46101. In one paragraph you recommend that children of immoral parents should be emigrated?—Yes.

46102. What is the object of that?—To save the children from immoral lives.

46103. That is to prevent their ever getting back again to their parents?—Yes.

46104. Most of the children who are adopted would be children of that class, would they not?—No, most of the children that are adopted are orphans or children who have been deserted by both parents.

46105. But that is not under the Act of 1899 where children are taken from their parents because of the mode of life and the habits of the parents?—Many children are adopted but the guardians avail themselves very little indeed of the clause which deals with children of vicious parentage. My point of view is that these are the children who are most in need of the guardians' protection.

46106. You really do not know whether they have adopted any under that Act?—I could not say that they have.

46107. You rather agree with the cottage homes system, I understand, from your statement?—Yes, I do.

advantage of suburban cottage homes. 46108. But you suggest that they should be rather in a suburban district of the union than in the country?—Yes.

46109. What is your reason for that?—I have had experience of both, I find the children that are sent from a town into the country get rather stolid, slow and sleepy, and that they do not observe and learn from their country surroundings as you might expect.

objections to country cottage homes. 46110. It is too isolated for them?—They are too isolated; then again if they are put out into the country they do not seem to be able to go to the ordinary schools, the public schools. I think that that is the great feature of our present homes, that the children mix with children of another class.

46111. What percentage of children from your home will there be in the schools which they attend at present?—We send our children to four different schools, so it is not very large, one school would probably have twenty per cent. of our children, but that is the largest proportion.

46112. You really feel that the cottage home plan in the country is too much of an isolated institutional system?—I do.

46113. Have you thought about the scattered home system at all?—Yes.

objections to scattered homes. 46114. Have you any opinion upon it?—Yes, I do not agree with the scattered home principle at all.

46115. You approve of the cottage homes?—I do.

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46116. When boys are ready to go to situations, can you always find them situations without a premium and without a weekly allowance?—We have given no premium as yet. At the present time we have one boy that it is decided shall have a premium paid, but that is on account of his being a cripple. Mr. A. Wayne. 19 Mar. 1907.

46117. Is any weekly allowance made to boys in situations?—None at all. Situations for poor law boys.

46118. You have managed to get them all out so far?—Yes.

46119. (*Mr. Lansbury.*) I notice you say the trade unions and the Workmen's Compensation Act are responsible for pauperism. Can you tell us exactly what you mean by that?—I think trade unions are responsible for pauperism to some extent, because we find that workmen who may not be quick, the class of people that we have to deal with in the workhouse, are somewhat dull and slow and cannot work as well as an ordinary workman, and in times of slackness of trade they have to go to the wall. Alleged responsibility of trades unions for pauperism.

46120. Would you suggest that the men who are quick and active and alert should be displaced for the purpose of putting to work those who are not?—I do not suggest that.

46121. How are the trade unions responsible?—If the men are not allowed to work and earn what they can earn, they have to fall out of employment.

46122. Do you suggest that the more efficient should give place to those who are less efficient?—I think they should be allowed to earn as much as they could.

46123. And so displace the efficient?—Not to displace anybody.

46124. Do you suggest there is some work going undone which these less efficient men could do?—I think so.

46125. You think there are employers who are wanting men in periods of depression and cannot get them?—I think there is work for every man.

46126. You could not give us any evidence of that?—I am afraid not.

46127. It is merely an opinion?—That is merely an opinion.

46128. About the Workmen's Compensation Act, have you any evidence that that has created paupers?—I have no evidence, I came to that conclusion through my conversation with my colleague, Mr. Lloyd, who is the master of the house, and it seems to us that that has a great deal to do with this pauperism. Workmen's Compensation Act as a cause of pauperism.

46129. You have not any evidence?—We only have the evidence of men, somewhat aged men, who cannot get employment, many aged men the masters will not employ, they tell them they are too old, they are not careful enough, they are afraid they would injure themselves.

46130. Have you any evidence as to the number of those?—I could not say, it is hardly my department.

46131. You make the statement here, and I want to know on what you base it; it is merely a conversation between you and the master of the workhouse?—Yes.

46132. Is that the same with regard to illegitimacy?—No. Illegitimacy as a cause of pauperism.

46133. What is the proportion of children under the charge of the Aston guardians that are illegitimate?—I should think I have fifty illegitimate children.

46134. Out of how many?—Out of my 250.

46135. You make a suggestion here that men between twenty and forty-five in good health and not *bona fide* workmen should be compelled to enlist. Can you give us any figures to show how many of the men in Aston workhouse are really able-bodied?—There are no able-bodied. Absence of able-bodied in Aston workhouse.

46136. In the sense that a man could enlist?—There are no able-bodied in the Aston workhouse.

46137. There are none?—No.

46138. Can you give us any information as to those whom you are referring to here?—I was referring particularly to tramps. Proposed compulsory enlistment for able-bodied tramps.

- Mr. A. Wayne. 46139. Have you any evidence as to how many of these are able-bodied?—I have no direct evidence, I can only speak from observation. I find there are about 300 tramps a week passing through the Aston workhouse, and I see them daily; there appears to be a great many of them that are strong active men.
- Old soldiers becoming tramps. 46140. Have you any opinion as to how many of them are old soldiers, discharged for various reasons?—I have not any information, I know many of them are old soldiers.
- Army enlistment for the unemployed. 46141. Later on you make a suggestion for the unskilled out-of-works, that they should go to the Army; is that married men you are speaking of there?—If they will not work.
46142. It is not a question of will not work, I understand they are unskilled out-of-works. Do you suggest that the people who are out of work are people who will not work?—Not at all, my meaning is in case a man will not work he should be made to work.
- Number of poor law children apprenticed in Aston union. 46143. By going into the Army. Now about apprenticing children. Do you apprentice all your boys at Aston?—We have apprenticed a few only.
46144. Could you tell me the number you have apprenticed?—I should say nine.
46145. In how long a time?—Since I have been at the homes, eight years,
- Training and employment of poor law boys. 46146. What do you do with the rest of them?—We have sent boys out as carpenters.
46147. Boys you have trained yourself?—Yes.
46148. They would not be carpenters full blown, would they; what age would you send them out?—About sixteen.
46149. Do you suggest they are complete carpenters by then?—They are sufficiently trained to get the money that is paid them; I said just now that they got 10s. a week.
46150. The point I want to make is that there are plenty of skilled people unemployed now; I suppose you are aware of that, even although you think there is work for everybody; in the trades unions in the skilled trades, there is a percentage of people out of work?—I cannot say, it may be so, I do not know.
- Proposed emigration for children of vicious parents. 46151. As to emigrating the children of immoral parents, can you give us the percentage of those?—I have not kept records of these, I had no idea these questions would ever be useful, so I did not keep a record, but cases are frequently arising.
- Training of poor law girls for service. 46152. (Mr. Phelps.) When the girls are leaving to go to service, do they go straight from the homes into service?—Yes.
46153. You have not anything in the way of a home where they would be trained specially for service?—Only in the matron's house.
46154. That accommodates what?—We take two or three at a time.
46155. Do you think there is room for a home for training girls?—I do not.
46156. You do not think there are enough girls to make it worth while?—No.
- Supervision of poor law girls first in service. 46157. When girls are sent into places, what supervision have you of them?—They are visited by the matron and the Girls' Friendly Society; they are all made members of the Girls' Friendly Society.
46158. Is the Girls' Friendly Society strong in Birmingham?—Very strong.
46159. They have a good supply of visitors?—Yes.
46160. You are quite happy about the way the girls are looked after?—Quite.
- Communication between Poor Law and poor law boys first out to work. 46161. With regard to the boys, supposing that you put a boy out, when the boys leave you, you say they go to work in this way and in that way, you keep up some communication with them?—Yes.
46162. You correspond with them?—Yes.
46163. Do they ever come back for a holiday?—They frequently come to visit us.
46164. Are you allowed to put them up for a night?—Yes, a week sometimes.
46165. What is the guardians' rule about that?—The Attitude of Guardians rather like the children to come back. towards ex-poor law children.
46166. There is a day in the year is there not, when prizes are given away and they come in them?—Yes, we have a little outing once a year to Sutton, to the Park, and all the old scholars are invited; the guardians like to see them there.
46167. Supposing that a boy leaves you and goes to a place, and he falls out of his place within two years, would he come back to you to start again?—If he were not over eighteen we should take him back.
46168. You mean you would take him back as an inmate?—Just for a time, while we found him another place.
46169. But not if he was over eighteen?—No.
46170. Is there a rule on that subject?—I suppose the general rule, that we must not have children over eighteen, that is the limit?
46171. They are then entered again and passed through the books as being inmates?—Yes, and would be reported to the guardians.
46172. They do not come back to you so to speak as a natural home to which they return in the absence of employment?—They would come back naturally as to their home.
46173. Do you know at all what proportion of the children who come into the hands of the guardians, come to you, and what proportion are emigrated or boarded out?—All the children come to me, and they are emigrated or boarded out afterwards.
- Proportion of Aston poor law children boarded-out and emigrated. 46174. That is to say they come to you first; how long do they stay before they are distributed?—The children that are boarded out and that are emigrated are the permanent children; in the case of emigration they would be with me any time during the year until the next batch were sent. They send children once a year, and such children as pass the doctor would be emigrated, and the others if they do not pass the doctor become permanent children; we have a few, unless they manage to be boarded out.
46175. Last year you admitted during the year 344 children?—Yes.
46176. What sort of proportion of those would be emigrated?—We emigrated twenty-six in that year.
46177. What sort of proportion would be boarded out?—Six were boarded out.
46178. The 382 children discharged would include the children who had served their full time and were going out into places and so forth?—Yes.
46179. Therefore of the whole number who joined you, the 344, thirty-two were not left permanently in the home; is that really what it comes to?—I do not quite follow you.
46180. Do you think you could get us some figures out with regard to that?—Would you mind repeating your point, I do not quite gather what you want.
46181. Of the children who come to you in the course of the year what proportion are left with you, what proportion are boarded out, and what proportion are emigrated?—Of the whole of the children admitted during one year?
46182. Yes when I say the whole of the children admitted, I do not mean the whole of the admissions, but the whole of the individuals admitted. I do not want a child counted ten times over who has come in and out; taking the children who actually join you in the year, what proportion are emigrated, and what proportion are boarded out?—You want to know the proportion of children that we have had under our charge who are boarded out, and how many are emigrated.
46183. Yes, if you will put that in?—I will certainly. (See Appendix No. XXIII. (A).)
46184. (Mr. Booth.) The word "permanent" that you have just made use of may be a cause of confusion. I think you used the word "permanent" to mean the class of children over whom the guardians have a control, did you not?—Yes.
46185. In whatever way they exercise it?—Yes.

46186. Whereas we have rather been using the term 'permanent' as meaning those who were permanently in your institution, which evidently is a different thing. The children who are boarded out are some of the most permanent from the point of view of the guardians?—Those are the permanents.

46187. But it was rather meant from the point of view of your homes?—I mean children who would be boarded out, or sent to Canada would be permanent.

46188. The thing we are trying to get at is how many children you have so permanently under your control as to influence their lives. The permanency which passes them on to other methods of treatment is outside that view?—Yes.

46189. It is that point of view which I think we want the statistics for, what effect the institution has over the children, and how many of them have remained permanently under that influence?—I think I can answer that question fairly accurately. I think this will meet your point, that of the children to-day in the homes 60 per cent. will be what I should call permanent children.

46190. Under the permanent influence of the homes?—Yes, those 60 per cent. are permanent children as far as I know, whether the guardians will send them away to Canada next year or not, I do not know, or board them out.

46191. (*Mr. Phelps.*) How should you distribute the 40 per cent.?—Floating population.

46192. (*Mr. Booth.*) That is the ins-and-outs class?—Yes.

46193. Now with regard to the recently acquired premises at Witton Hall, that is quite recent?—Yes, quite recent.

46194. It is possible with an institution of that sort to relieve yourself entirely of the 40 per cent. you have just spoken of?—That was the intention of the guardians.

46195. Do you approve of that?—Yes.

46196. Is the accommodation at Witton Hall sufficient to accommodate the whole of the ins-and-outs class?—I think so.

46197. How are they selected? Do you wait and see whether they are ins-and-outs?—There is some difficulty there, but we know so many of the children are ins-and-outs and have been in and out previously, we know they will be in and out again directly and we get a large number of the children whose parents are convicted who we know will only be in for a month or two months.

46198. It is as to those children, whom we may call the Witton Hall children, if the guardians had the right to take them from the parents, to adopt them by compulsion, you think the parents would rather dislike to lose them than wish to lose them?—I do.

46199. Are the boarded-out children boarded out within the union or outside?—Outside.

46200. Those boarded-out children either have no parents or the connection is to be broken entirely?—Yes.

46201. The Witton Hall figures will entirely alter the complexion of the figures as to the permanents in your institution?—We take them together as one institution.

46202. If your institution is relieved of those who could be sent to Witton Hall, there would be a much larger proportion of those I have called permanent, in fact, they would all be permanent in a sense?—Exactly.

46203. With regard to the ages, are all ages from infants upwards equally liable to be in and out?—Probably not quite, I think that more children of thirteen or fourteen years of age are taken in and out.

46204. The little ones are more permanent?—Yes.

46205. Do you separate them in the homes according to whether they are more permanent or not?—We had not done so until we had Witton Hall, now we separate them by that means.

46206. Otherwise you filled up whatever vacancies there were?—We have been obliged to do so.

46207. Are they mixed as to ages in the Homes?—Yes.

46208. And as to sexes?—No.

46209. And ins-and-outs mixed with all the rest?—Yes.

46210. Is the object of preferring the boarding out because it is cheaper or are there other reasons?—I think the guardians think it is cheaper. I think it is dearer.

46211. Is it because they think in certain cases they are more suitably treated in that way?—I do not think so. The boarding-out system was taken up by the guardians long enough before the cottage homes system was commenced and they do not seem to commence to drop it. I rather fancy that they are afraid that pauperism will extend to such an extent in Aston that it is necessary to carry on the boarding-out system to save bricks and mortar.

46212. Is it with a view to economy?—In the building, I think.

46213. When you speak of few failures in Paragraph 20, you refer, I suppose, only to those who have been completely through the course?—Yes.

46214. Why do you object to the scattered homes system?—I do not think there is sufficient supervision, and I object to children, boys and girls, being brought up together in the same home.

46215. Have you had experience of it?—I know they are bad enough when they are kept apart.

46216. Have you had experience of the scattered homes system?—I have heard a good deal about it, I know nothing practically.

46217. (*Chairman.*) Has there been a change in policy as regards boarding out and emigrating children in the last few years?—Yes, the emigration is a change of policy.

46218. Am I right in assuming that one set of guardians built these schools with a view of making them cottage homes and another set of guardians have developed the emigration system since the homes have been built?—Yes.

Mr. A. Wayne.

19 Mar. 1907.

Proportion of children permanently in Aston Cottage Homes.

Age of in-and-out children.

Details as to classification, etc., in Aston Cottage Homes.

Reason of Aston Guardians' preference for boarding-out system.

Objections to scattered homes system.

Variations in Aston Guardians' policy as to method of relieving children.

19 Mar. 1907.

The Rev. FREDERIC LEWIS DONALDSON, called; and Examined.

46219. (*Chairman.*) You are Vicar of St. Mark's, Leicester?—I am.

46220. You have been good enough to prepare a statement which we will take as your evidence in chief, if you will kindly hand it in?—Certainly.

(*The Witness handed in the following Statement.*)

1. 1884-6, Assistant Curate of St. Nicholas Cole, Abbey, E.C.; 1886-9 (jointly), Assistant Curate of St. Peter's, Piccadilly Circus, and St. Philip's, Regent Street; 1889-1895, Assistant Curate of St. John's, Hammersmith, W.; 1895-6, Rector of Nailstone, Leicestershire; 1896-1907, Vicar of St. Mark's, Leicester.

EXPERIENCE.

2. Twenty-two years' intimate contact with the poor, a thorough knowledge of them and their life; in London, provinces, and the country, e.g.:—

(1) In the City of London, among the poor of St. Bartholomew's-the-Great, in which parish I worked while nominally curate of St. Nicholas Cole Abbey.

(2) Among the poor of the back of Regent Street, London, and St. Peter's, Piccadilly Circus, W.

(3) Among the West London poor at Hammersmith.

(4) For two years in a Leicestershire village.

(5) For ten years in the large working class and poor parish of St. Mark's, Leicester, population of 15,000 souls.

OPERATIONS AND EFFECTS OF CHIEF CHARITIES IN LEICESTER.

3. The local ancient "charities," such as those of Sutton or St. Margaret's, or Trinity Hospital, are carefully administered so far as my knowledge goes, but their operations are of a most limited kind, and do not touch anything beyond the merest fringe of even deserving cases.

Limited local charities in Leicester.

Rev. F. L.
Donaldson.

THE RESPECTIVE EFFECT ON THE RECIPIENTS OF
CHARITY AND POOR-LAW OUT-RELIEF.

(a) *Charity.*

19 Mar. 1907.

Infinitesimal amount of charity in Leicester and consequent small demoralising effect thereof.

4. The charity of the town is, as a rule, carefully done, but it is small compared with the mass of normal poverty, and small also compared with even abnormal poverty. The parochial clergy of the Church of England all have a "poor fund" in connection with their work. Yet the amount we administer is *trifling* compared with the numberless deserving cases we know. In my case, priest-in-charge of 15,000 to 16,000 souls, the largest purely working class parish in Leicester, I have under 15s. a week to give away to the poor.

5. In my opinion, after twenty years' work in parishes of this kind, the "demoralising effects" of "charity" talked about is positively very small. While, on the other hand, the amounts given away are scarcely ever enough to "set people on their feet." They can only as a rule soften the asperities of affliction.

(b) *Poor Law Relief.*

Necessity of poor law relief.

6. This is absolutely essential. Any undue restriction of it would be cruelty. "Careful administration" should mean careful administration and not merely "saving the rates."

Need of more adequate out-relief.

7. My experience indicates that much more outdoor relief is needed to save homes at times of crisis. Homes are often *lost* and Poor Law expenses ultimately increased, by a parsimonious outdoor relief.

Value of out-relief.

8. I conclude by: (1) testifying to the general truth that outdoor relief has saved many homes, and prevented many broken hearts (I suppose this latter should be a consideration?); and (2) by saying that though unwisely administered it may harm certain recipients, yet this is an argument for *careful administration* rather than for restriction. For carefully administered out-door relief is a most precious boon to the deserving poor at times of crisis; and to the sick and aged poor at all times

A Criticism of Poor Law Methods.

Lack of kindliness in poor law methods.

9. It is not sufficiently *humane*, by which word I do not mean careless, but kindly, courteous and considerate. The poor are *not treated well* :—

Alleged harsh manners of Guardians, officers, and nurses to paupers.

(a) At the "board" they are often spoken to harshly, rudely, sometimes brutally.

(b) The officers, visiting and at institutions, are often rough and uncivil, and even, not infrequently, harsh in manner and method. There are exceptions (many), but the general tone is "inimical" to the poor.

(c) The workhouse and its *infirmaries* nurses are often unkind and even brutal to the sick and aged poor. In numberless ways, which could scarcely be tabulated, the poor are treated not as the guests in the guest-house of the community, but as quasi-prisoners. I could give many instances of this. Yet if I visit the workhouse or its infirmary the nurses appear kindness itself. *Only the poor* know the facts.

Lack of discrimination in poor law methods.

10. It is not sufficiently *intelligent*. The administration of the Poor Law takes place without *knowing* the poor—the inner life of the poor is unknown territory to most of the (a) guardians; (b) officers.

When our parishioners "come under" the Poor Law, this fact—want of "intelligence" in the Poor Law—at once emerges. The people are treated by a "process" which *does not know* their history, heredity, struggles, pains and tragedies.

Co-operation between Charity and the Poor Law.

Question of extending co-operation between charity and poor law.

11. I am not sanguine of the probability of extending any co-operation now existing. But if cases of poor relief could be officially notified to the parochial clergy and other social workers, much good might result.

Possibility of substituting Charity for Out-relief.

Impossibility of substituting charity for out-relief.

12. I regard this as impossible. The uncertain nature of "charity" renders it, as the base from which treatment of poverty is to proceed, altogether too insecure.

At the best, "charity" can only be regarded as supplementary to that community effort which is represented by the "Poor Law relief."

Friendly Societies.

13. It is *not* possible to provide for old age pensions by friendly societies. It by no means follows that the poor, outside friendly societies, have made no effort to "help themselves." In very many—nay, innumerable—cases people are too poor to be able to enter friendly societies. Yet they may be struggling all their lives to earn a livelihood. On what ground can these be ignored in any national pension scheme?

14. It is my deliberate judgment that any national pension scheme must be independent of all existing corporations.

Unemployment.

15. *Numbers, etc.*—These you will secure from the Numbers Distress Committee. Up to December last 2,061 Leicester men had registered, affecting (say) 7,000 souls, out of a population of 220,000. But the Distress Committee figures *do not represent* the whole facts.

Note.—Many men will not register. Many of my parishioners, out of work, especially of the "better sort," will not go near the Distress Committee :—

(1) Because they detest ("dislike" is too mild a term) "investigation."

(2) Because the Distress Committee have *done so little* to help the workless.

16. *Overtime*—There is a great deal of this in Leicester, mainly periodic, but some is chronic.

Causes of Unemployment.

17. The main causes of unemployment are :—

(a) New machinery in boot and shoe and hosiery trades.

(b) Decay of village life in Leicestershire; decay of agriculture in Leicestershire.

(c) Employment of women and girls, and of lads in lieu of men.

(d) The overwork of many causes the worklessness of some.

Unemployment—Its Effects.

18. The unemployed of one decade are the "unemployable" of another. The workless citizen rapidly becomes degenerate by the intense strain: (a) upon physique; upon (b) upon character. His position taken from him, his prestige destroyed, his manhood insulted (as he deems it) by "investigation" and the labour "test," his physique weakened by want of nourishment, he tends rapidly to become the ne'er-do-well, and degenerates into the "wastrel."

19. Chronic unemployment breaks up many homes.

20. Injures women and children, and indirectly affects maternity and infantile mortality.

21. Increases crime.

22. Tends to weaken the religious and spiritual feelings.

Unemployment—Remedies

23. *Temporary.*—Work should be provided by municipalities to all willing to work at a fixed wage, determinable every year.

To this end :—

(a) The municipality to have greater powers to *secure* land.

(b) Farm colonies to be established.

(c) Money to be found by taxation of ground values, aided by Government grants from Imperial Exchequer.

(d) *Permanent.*—Afforestation should be seriously undertaken in England; and other works, which, though remunerative ultimately, are beyond private scope, should be undertaken by Government.

(e) Trade unions should be *assisted* by Government in providing for their own members.

(f) Reforms of rural life, involving reform of land laws

(g) Abolition of child labour.

(h) Raising of school age.

(i) Restriction of women labour, and of married women in particular.

(j) Restriction of the hours of labour in many trades.

(k) Thousands are now *over-worked*, while thousands are unemployed.

(l) Abolition of sweated labour and reform of the "sweated industries."

(m) A "living" wage to be paid to men and women.

(n) *Some* emigration encouraged.

Impossibility of providing old-age pensions by friendly societies.

Extent of overtime work in Leicester.

Causes of unemployment.

Effect of unemployment upon physique and character of the unemployed.

Remedies for unemployment: municipal work; farm colonies; afforestation; etc.

Rev. F. L.
Donaldson.

19 Mar. 1907.

Alleged
harsh conduct of
Guardians
and poor law
officers to the
poor.

24. The results of the Unemployed Workmen's Act are *wholly inadequate*; and will remain so while voluntary subscriptions for working expenses remain as the condition upon which national help depends.

46221. (*Chairman.*) From your statement I gather that you have had many years' experience of the poor in various parts of England, but you have never been a Poor Law guardian?—That is so.

46222. I will first deal with the question of charity, there is very little endowed charity apparently in Leicester?—Very little.

46223. How is it that you have so small a sum to give away as 15s. a week in so large a parish?—The segregation of classes, by which well-to-do middle class people are segregated into a suburb the other side of the centre of the town, living practically without knowledge of the poor except in certain instances.

46224. I suppose your parish consists mainly of poor people?—Entirely working class and very poor.

46225. To take this test, out of the 15,000 or 16,000 people there would be very few who had a servant?—I should think outside the main road shopkeepers, some of whom keep a little girl servant, not more than three people, the doctor, myself and another.

46226. Is it in the centre of Leicester?—It is part of the real town of Leicester, it is well in, ten minutes from the actual centre.

46227. Surrounded by buildings on all sides?—Absolutely.

46228. It strikes me as a small sum, because that particular class, although they may be poor, are very generous. Perhaps you do not appeal to them?—They are generous in church, but the upkeep of the parochial organisations takes all their offerings; they have none to give away over that to the poor fund.

46229. After the upkeep of your parochial organisations, you have only 15s. ?—Yes.

46230. I meant they were generous in the broad sense?—They are exceedingly kind to one another, but that does not touch my finances.

46231. You do not think that charity demoralises, but investigation should precede, should it not, the granting of money in charity?—Certainly.

46232. Assuming that there were endowed charities and assuming they were carelessly conducted, their effect might be just as demoralising as maladministration of the Poor Law?—Quite, but may I say I think they are very carefully done; that is, I find that if a case I recommend is lucky enough to be chosen they are the best as a rule.

46233. Are there any endowed charities in Leicester?—Yes.

46234. Considerable?—Not in proportion to the poverty.

46235. As regards the Poor Law, you are rather a severe critic of the methods and officers of the Poor Law?—Yes.

46236. You agree with a careful administration?—Decidedly.

46237. But what I understand you to mean is that each case should be judged on its merits, and that merely saving the rates should not be the one consideration?—Yes.

46238. With regard to out-door relief, you are generally in favour of it?—Yes.

46239. It has been suggested to us by various witnesses that where out-door relief is very lax, or lax, there is a tendency not to investigate, and to give a small sum all round. There are others again who hold that the investigation should be thorough, and where the relief is given the relief should be adequate?—I am in favour of the second decidedly.

46240. Investigation and adequacy?—Yes.

46241. You make some rather serious reflections on the manner in which the Poor Law is administered?—Yes.

46242. Are your observations based on your own personal knowledge or is it rather hearsay?—They are based upon what one may call the general experience of twenty years' residence amongst the poor; a case will be sent up to the board—I am not, of course, present at the board, I have never been a Poor Law guardian, but I receive the results of that afterwards through the mission sister, or through the poor themselves, and that has been going on now for twenty years, so I get a general impression that the board is in many cases apt to look upon the person before them as "a case" rather than as a person.

46243. Are complaints made to you by individuals as to the manner in which they have been treated?—Yes, there have been frequently in the course of my life.

46244. You have worked a great deal amongst the poor and the destitute; there, of course, always will be and must necessarily be under such circumstances a certain amount of imposture; would you say that the people who complain to you were respectable reliable people, or were they people who were rather, to use a vulgar expression, apt to try it on?—Decidedly, I think it is the honest and honourable poor who frequently complain; the impostors, of course, would be known to us who live amongst the people; as a rule they would be known.

46245. What is your idea of the functions of a Poor Law official, a Poor Law guardian? Do you look upon the funds at their disposal as a great sort of charity upon which they can draw as much as they like, or do you regard them rather as trustees who have to administer a fund and upon whom the obligation of careful investigation is imposed before they can make any charge on that fund?—I regard them as trustees of the funds of the township, but also as our representatives to take care of our poor. I do not think one destroys the other, they should act in a double function, on the one side as trustees of the funds decidedly, but on the other hand as guardians of the poor, we commit our trust to them.

46246. There is an expression which you use in your statement which it seemed to me perhaps might indicate what your point was on the subject. You say the poor are treated not in the guest chamber of the community. The guest in a guest chamber hardly describes, does it, the position of a person who applies for relief?—I am speaking there, of course, of those who are inside.

46247. So I understand?—There I think there should be, except in the case of that hopeless set to which the last witness was referring, the regular tramp, an element of the town receiving guests who no longer are able to provide for themselves. I take that view.

46248. Of course, the idea of hospitality is that the guest should have something better, if possible, than the host. You would hardly lay that down. The principle which underlies the Poor Law is that the lot of him who comes to the Poor Law for assistance should not be better than the lot of him who can support himself?—I would not lay that down. I think it would be straining my term perhaps to mean more than I meant it to convey, but I think there should be a decidedly greater element of good feeling towards the poor than there is in most poor-house systems.

46249. The relieving officers and others, I assume, think that they must make their methods to a certain extent deterrent, but you would imply that they go too far?—It depends vastly upon the individual, in the case of the relieving officer, for instance, although I say there are many exceptions, you do decidedly get men whose manner becomes "after years of work of that kind" harsh, and what you termed deterrent, which is fearfully painful to the deserving poor.

46250. Would you go so far as to say that in your parish there was a general feeling that the poor were harshly treated?—Oh, yes, a most emphatic and deep feeling, the measure of which I think is scarcely known except by those who live and work amongst them.

46251. How does this feeling exhibit itself, in conversation with you?—Yes, it covers the whole of my manhood practically now, it exists in the form of the most pitiable struggles unto the very last shred before they will accept or seek for any connection with the Poor Law. That is the bulk of the poor. There are, of course, people who are habituated to it, but they are in a small minority.

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46252. In Leicester you would say there is a resolute struggle made by the more respectable poor to avoid applying to or in any way coming upon the poor rates for relief?—Decidedly, to a point which is my constant amazement.

Alleged harsh treatment of the sick in Leicester Infirmary.

46253. You seem to think that in the infirmaries the sick are not properly treated?—I say that, yes. There are very many cases where, having awkward customers to deal with and there being no separation in our Poor Law system at present between these two great classes, the methods necessary for the very worst sort of people are more or less apt to be applied to the others, and that causes, of course, exceeding great pain and sorrow.

46254. Do you know any workhouses or infirmaries well. Do you know Leicester workhouse well?—Yes, I have known them all more or less since I have been ordained.

Lack of classification in Leicester Workhouse.

46255. There is very little classification in Leicester?—Very little, and you get, of course, the mixing up of these people, and the officers no doubt at times have to receive very bad language and perhaps are tempted to return it, but when they apply that to people who are of a different sort altogether, it becomes a tragedy.

46256. I assume that you would agree that classification might be pushed very much further?—Very much.

46257. On the other hand, I think perhaps you would not deny that there was too much laxity in the workhouse with regard to the able-bodied?—I have read so, but that is not my experience.

46258. You are a constant visitor there?—I go there and to the infirmary.

Alleged harsh treatment of the sick in Leicester Infirmary

46259. With regard to the infirmary, do you think that in consequence of the want of classification of people of good character and bad character, the treatment of the respectable poor is harsh?—Frequently, that is, a habit is set up in the officials which is sometimes very painful indeed to the better class of which we are now speaking.

46260. Would you apply that to the infirmary at Leicester?—You mean the Poor Law infirmary?

46261. Yes?—I should say there is frequently very harsh treatment on the part of the nurses which never comes to the ears of the responsible head officials.

46262. I should have thought that the infirmary at Leicester was very well managed?—It is exceedingly, but it belongs to the "nature of the beast," as we used to say at school. I mean the fact that there is this mixing up of people does create in the officials, as I have said before, a method and a manner towards their patients which I do not think is justified in the case of the larger part of the poor.

46263. Let us come to the question of the infirmary; surely if you had any personal knowledge that any nurse or any set of individuals were treating the sick harshly, it would be your business to report it to the matron?—It is exceedingly difficult, the harshness might be made more harsh afterwards. If it were something criminal, something very serious, then no doubt it would be. But there are these innumerable small things which constitute daily life, in regard to which it is better to be silent although you may grieve that it goes on.

46264. You make a very definite charge here, that the nurses are often unkind and even brutal to the sick and aged poor?—May I give instances?

46265. Yes, I think you had better?—Take this one, an aged person is in the bath, they are not allowed to get out until the nurse returns, she may be called away, perhaps she does not come back for a long time, the aged person is then roughly and harshly spoken to if, having remained in the bath much longer than perhaps she ought to do, she ventures to get out, and is pushed back into it with a manner and method that I say is inhumane, but it is not a great criminal offence for which I can move the town of Leicester to take action, or do more than request the Mission Sister from whom I get the information to mention it if she can get an opportunity. I give that as an illustration.

46266. You did not see the woman pushed back?—No, but when a thing is repeated on and off through twenty years to one, these little things constantly recurring, one gets a general impression and it is the general impression that I give in my evidence.

46267. There is a reason for old people not being allowed to get out of the baths?—Decidedly.

Alleged harsh treatment of the sick in Leicester Infirmary.

46268. You would hardly say that harsh language or a pushing of a person having a bath would constitute what you would call brutal treatment?—I should say in the case of an old person of sensibility of life and feeling I should stick to the term, decidedly.

46269. Passing on, you are not sanguine of any co-operation between charity and the Poor Law being made effective?—No.

Difficulty to co-operation between charity and the poor law.

46270. Why not?—Because we are all so divided into our several circles, church, nonconformist, secularist, and the official law, and because it has been tried and tried over and over again.

46271. I will admit the difficulty with regard to the religious charities, but surely it would be possible to secure co-ordination and co-operation amongst the secular charities?—Yes, that might be, it would have to be almost by law I think, but still that might be.

46272. Assuming you are right in your contention that there is a roughness or even brutality in Poor Law methods, surely the great object should be to try and combine it with methods and with a system which would be kinder and more gentle, such as charity?—Yes.

46273. You raise this objection because you think from your experience as a clergyman and so on that there would be great difficulty in getting religious charities to combine?—Yes, I think the combination would work perhaps for a time and then die out again.

46274. Outside that you do not see any great difficulty?—No, I thought the question meant the religious organisations and those sort of things.

Industrial changes a cause of unemployment in Leicester.

46275. As regards unemployment, Leicester has been through a considerable industrial change, if not revolution, in the shape of the introduction of machinery into the boot factories?—Yes.

46276. Is that, in your judgment, the main cause of the recent distress?—A large contributing cause.

46277. Have you many of the men who were displaced in your parish?—Yes, our fair proportion.

Age of the unemployed.

46278. Would they be elderly men?—No, not necessarily.

46279. Is it a short life trade, the boot trade?—It is, and they would tend to be men towards the older age for the obvious reason that the employers prefer the younger men; but still the younger men are amongst them.

46280. You have taken a great interest in this question, have you not?—A very great interest.

Unadaptability of modern workmen.

46281. It is alleged that the men get such specialists in their particular trade, or branch of a trade, that it is very difficult for them after a certain time of life to turn their hands profitably to anything else. Is that your experience?—Yes.

46282. Left to their own resources they feel helpless and drift without a strong influence to assist them?—Yes, if that influence were there in some public form they might make very useful citizens in other directions, but with their profession taken from them and left as they are, mainly to themselves, now they do drift downwards.

Depression in building trades a cause of unemployment.

46283. Is there any other peculiar industrial cause which has contributed to the distress; it has been alleged that the building trade is one?—Yes, that is one in Leicester and I believe in other places. I certainly have men out of my own parish who have tramped into Lancashire in the building trade.

46284. The building trade is very active sometimes, and there has been a contraction?—Yes, that is so.

46285. Has not the result in one sense been beneficial to Leicester, that there is a larger number of houses now which are unoccupied and which can be obtained for a lower rental than before?—Many of them are empty.

46286. Has that brought down the general price of lodging or housing in Leicester?—Yes, it has tended a little in that direction for we are overbuilt on the outskirts.

46287. Is the tendency of the population to go out?—The new tramway scheme will tend in that direction now.

46288. I suppose you would agree that irregularity of employment is a great social evil?—Very serious indeed.

46289. Would you say employment in Leicester is less regular now than it was?—I can only speak for ten years, but I should not say so.

46290. Has any considerable proportion of those who were displaced by machinery got work now?—The majority have not.

46291. I suppose a certain number have been taken back into the factories now that they are re-organised; a certain number have gone back to work, who were temporarily displaced?—A certain number, but the mass of men displaced by machinery are still out—the latest is the new clicking machine.

46292. It has been alleged that the methods of relief adopted in Leicester were such as to attract people from outside, and that even during the worst periods of the distress in Leicester people flocked in, so much that a large proportion of the persons who applied to the distress committee were persons of less than three years' residence in Leicester. Have you ever heard that statement?—Yes, I have heard it, but it is false, it is inaccurate.

46293. There are the figures of the persons who applied?—The figures I have from the distress committee do not bear that out.

46294. I do not want to involve you in a mass of figures, but have you a statement there that you could give us?—I lectured on the subject and went to a distress committee official in December and got out the figures bearing upon that.

46295. Have you the figures there?—Yes, I have them here. Of the 2,061 registered when I called for the figures at the end of last year 194 had been in Leicester over two years, 151 over three, 138 over four and 1,324 over five, and the others many years; practically proving that they were nearly all citizens of Leicester.

46296. 350 would be within the three year term?—Yes, they would be.

46297. I think the figures that we had were of the year previous and I think the proportions was larger?—My own experience would be that the mass of these men are men of our own town, there is an element, no doubt, of the others.

46298. Would you say your parish is about the poorest in Leicester?—It is the largest purely working class parish in the town and contains on the town side of it the doss-houses of Leicester.

46299. (*Mr. Bentham.*) Were those statements as to the number of years residence verified by investigation or were they the statements of the applicants?—I am not able to answer that.

46300. (*Chairman.*) Now we come to what is perhaps the most practical part of your evidence, namely, the suggested remedies. Would you wish the Poor Law to be continued to be administered by a specially elected body or would you transfer it to the council?—Transfer it decidedly.

46301. Have you any views on medical relief? Would you dissociate medical relief from the Poor Law?—Yes, I would.

46302. And make it free?—Yes.

46303. Or would you charge according to a man's ability?—No.

46304. You would make it practically free?—Yes, I would on communal grounds.

46305. You would like to give work to all who are willing to work at a fixed wage determinable every year, this work to be provided by the municipalities?—Yes.

46306. Would you put the people who got work from municipalities on the same footing as regards wages as those who were getting private employment?—I would rather put it the other way, that I strongly object to a sweated wage being paid by the town.

46307. Unless you make the conditions more onerous you would compete with private employment?—It may be necessary to lean somewhat in that direction for the present until other developments take place in the industrial structure of society, yes.

46308. I think we must confine our remedies to the existing system?—Quite so. It might be better to err on the side of caution there decidedly, but not to sweat the men who got on the labour test or any other test.

46309. As regards the funds, you would apply local taxation of ground rents and other things, the proceeds of which I assume would be disbursed by the local authorities and you would give local grants from the Imperial Exchequer?—Yes, that is to say that the rates could not bear the strain, but that new sources of taxation become absolutely necessary.

46310. But you would not give a locality the power of spending money out of the public exchequer?—Not without public supervision.

46311. I think your other suggestions are those with which we are more or less familiar. I should like to ask you this general question: You have been working now amongst the poor for over twenty years?—Yes.

46312. Mainly in poor districts in London and these poor districts?—Entirely.

46313. What should you say is the condition of the classes amongst whom you have worked, is it better or worse than it was, in your judgment, say twenty years ago. I will begin first with the skilled labour?—I cannot say it is better, I cannot say that I think it is very much worse.

46314. I am thinking of skilled labour?—Yes.

46315. I now come to the unskilled labour, and taking the upper stratum of the unskilled labour and the lower, to divide them into two, would you say the conditions of the upper stratum of unskilled labour was worse than it was twenty years ago?—No, I do not think I should.

46316. Then the lower stratum?—That seems to me to be rather worse, but it is a thing I can only give a general impression about, for instance, the sweated industries in my parish.

46317. Do you think irregular and seasonal employment is on the increase?—I think the sweated industries are worse.

46318. Supposing you were an autocrat, how would you try to stop the sweated industries?—I should certainly insist on the responsibility of the employer who puts out this work.

46319. You would prohibit the people working below a certain wage?—Yes, decidedly.

46320. Have you ever thought out what the effect would be, would it be to deprive people of work which they now get, do you think?—Not necessarily.

46321. (*Mrs. Webb.*) It has been tried in Australia, has it not?—Yes. Some of the sweated work in my parish is given out by some of the greatest firms in Leicester.

46322. (*Chairman.*) What form does the sweated work take?—Sewing up the ends of gloves and seaming the finger sides; they are carted in batches to the poor in my parish to be sewn up by a sweated woman; I have some figures on that with me.

46323. You say that gloves is one; what is the pay for making gloves?—I can tell you exactly: Gloves stitched right through, 2½d., 3d. and 3½d. per dozen, according to the different sort of glove.

46324. What does "stitched right through" mean?—The ends taken up and completely done and finished off ready for wear and the finger sides seamed.

46325. Have you any idea how long each will take?—I have it all here: Works four hours (this is a case out of my parish), working hard to make one dozen, rate about ¾d. an hour, total result, twelve hours for a day, three dozen, 7½d. for twelve hours' work.

46326. Going into details, are they provided with cotton?—Needles to be found but not wool.

46327. And cotton?—Wool is found. The pay works out at 7½d., 9d. and 9½d., according to the gloves, for a day's work, an average of three farthings an hour. Then football jerseys 8d. a dozen, less than ¾d. each; work six hours steadily and only earns 8d., that is for a twelve hours day, 1s. 4d. per day, or 8s. per week, needles to be found. There are scores of these sweated people in my parish.

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Proposed finance of unemployment relief.

Condition of working classes.

Increase of sweated industries and remedies.

Forms of sweated industries in Leicester, wages paid, etc.

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Forms of
sweated
industries
in Leicester,
wages paid,
etc.

Detestation
of the poor
law by the
populace and
deference of
relief.

Emigration
into towns
from the
country.

After-careers
of country
emigrants to
towns.

Question of
continuance
of sense of
filial re-
sponsibility.

Average age
of marriage
in Leicester.

46328. Does the practice prevail in Leicester of the large wholesale houses putting out a good deal of this work?—Yes, great firms.

46329. I suppose there are very few boots put out now?—Boots are sweated too. Boot and shoe work: average working day eleven hours, could earn 9s. 6d. per week in full work; eleven hours a day for six days; from 1s. 9d. to 2s. 9d. per dozen. Rent 6s. 6d. per week. This woman has a husband who has been ill five months in consumption, and has three children under seven to keep.

46330. (*Mrs. Webb.*) Does she get out-door relief?—No.

46331. (*Chairman*) Is that a process which has been superseded by the machinery, do you know?—Yes; but this goes on still in Leicester, but it is only just to say I am not up in all the details of all the trade.

46332. In your parish, there is to the best of your belief and knowledge, a great deal of these sweated industries?—An enormous amount.

46333. Do you find much difference as regards the estimation in which the Poor Law is held between those among whom you worked in London and those whom you work among in Leicester?—No.

46334. It is much the same?—Much the same.

46335. Would you say there was an equal reluctance in both communities?—An absolute loathing of the Poor Law.

46336. And a reluctance to come for relief?—A reluctance even up to death. Many would rather die.

46337. (*Mr. Phelps.*) You have been both in the country and in the town?—I was two years a country rector.

46338. Do you in Leicester meet many countrymen?—Decidedly.

46339. Are they often people who require relief?—Yes, in old age especially.

46340. The immigration of the people into Leicester does come under your notice?—Decidedly, and it came under my notice as a country rector near Leicester. I was 15 miles out.

46341. The emigration in one case and the immigration in the other are both within your knowledge?—Yes.

46342. How do the countrymen suit themselves to go into towns, do they go into factories?—They do not as a rule at first.

46343. What trades do they follow, or what calling?—As a rule it happens like this, the people get something in Leicester, bringing their children with them, and the children go to the factories. I met one case like this of a middle-aged man and I asked him what he came for, he is not a parishioner, he came in with his wife and children, the children still going to school, but the children will go into the Leicester factories a few years later.

46344. In old age would a man like that be supported by his children?—In some cases, not in all.

46345. Do you find family feeling is strong among the poor in your parish?—It is strong sometimes.

46346. Do you find children ready to support their parents in old age?—Yes, but in the majority of the cases it is infinitely hard. It would be perhaps most inconvenient domestically.

46347. They have not room in the house for an old person?—No, and the attendance is so difficult.

46348. Do most of your parishioners marry early?—We marry very largely at the parish church of St. Marks, and the average is not low; it surprised me. The average would be twenty, I mean not sixteen, seventeen and eighteen.

46349. Up to the age of twenty-three would a man live at home with his parents, or would he lodge?—He would live at home as a lodger, paying so much a week.

46350. That is to say in the average case the joint earnings would be a different thing to the earnings of the head of the family?—Decidedly.

46351. Do you find amongst your parishioners that married women go out to work very much?—Very much.

46352. Increasingly so?—Yes.

46353. You do not think it is more difficult to get work for widows, because so many married women go out to work?—I should not say there had been much change in the ten years I have been in Leicester.

46354. Do you see any greater tendency on the part of men to live on their wives' earnings?—Yes, and I see no breaking up of the tradition that the married women shall go to work.

46355. It is not decreasing?—No, it is not decreasing; I should say on the whole it is increasing, but I am not prepared with definite evidence.

46356. A little increasing?—Yes, slowly increasing.

46357. And the kind of work would be factory work or charring?—Factory work. The figures are given by Dr. Newman in his book and my daily experience would show that they are about right.

46358. Have you any criticism to make on the effect on the homes of the people where the women go out to work?—Very grave criticism, it is the wreck and ruin of the home life decidedly.

46359. Would you strongly deprecate it in the case of people you were interested in?—Deeply.

46360. And in the case of widows too?—No, not so much; do you mean widows with children?

46361. Yes?—Yes, quite as much. It means that the home must be and is neglected, I should mention it as one of the greatest evils that parochially we have to deal with.

46362. Have you ever thought of the suggestion that there should be schools at which the children of widows who go out to work should be taught and fed during the day?—Crèches and that kind of thing?

46363. Yes?—I was asked to start one and declined the responsibility.

46364. On what ground?—That I did not want to encourage the breaking up of home life.

46365. The children would go home to sleep?—Yes, but still it makes it easier for the mother to do what I consider she should not do, go to the factory.

46366. Have you much bad housing in Leicester?—No. We have slums, but it is not what I should call comparable with Birmingham, Liverpool, Manchester or any of those places.

46367. You say that the amount of charity is very small, but is there not much indiscriminate charity and giving away in Leicester?—No, not comparable to the daily enormous poverty that exists in Leicester; I mean that you may be met in the streets of Leicester and begged from, and if you are weak you may give perhaps without enquiry and so on, but what is it to the enormous amount of daily poverty that exists amongst the people?

46368. You were in the parish just off Regent Street at one time?—Yes.

46369. Was there not a great deal of indiscriminate charity there?—Not amongst the normal population living there; amongst the cadgers who slept there or stayed a few weeks, yes.

46370. You were not constantly coming across cases of that?—No, the normal population at the back of Regent Street in my day were arduous hard-working people, and I believe are still.

46371. And taking St. Bartholomew's the Great, there again what kind of population had you?—Very poverty-stricken at the back of the hospital.

46372. Was there much endowed charity there?—I think there was some ancient charity, but not enough in any way to demoralise.

46373. Were there occasional incursions from the West End to get that charity?—I never knew them there.

46374. You did not come across them?—No.

46375. Do you think it is a good thing that the administration of charity should be in the hands of the clergy?—Do you mean our own, or public.

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46376. Your own ?—The alms of the faithful ?

46377. Yes ?—Decidedly, so far as that goes. We must have a reserve in case of emergency, that is all ; I mean I should not wish to undertake, even if you gave me the money, the administration of national charity or of municipal charity ; which do you mean ?

46378. Do you think that the giving of alms should be connected with or dissociated from pastoral work ?—I should regard it as fatal if I had nothing to back up what I said in words of comfort.

46379. It strengthens your position as clergy to have some charity ?—Yes, but if you say should we undertake beyond that, I agree with you and say "no."

46380. (*Mr. Lansbury.*) Are there many boys and girls employed in the boot factories now with the new machines ?—Yes, as "feeders," &c.

46381. Is that increasing ?—That is certainly increasing.

46382. What becomes of them as they get older ?—They come on at the machines, sometimes the girls get married, and leave for a time and then go back.

46383. And the boys ?—The boys very often go on to some department in the factory but not always.

46384. Is there room for the boys to go on and get sufficient wages as men ?—The tendency is for the boys to go on and oust the men.

46385. Oust the older men ?—Yes.

46386. And then in turn to be ousted by other younger men ?—Yes.

46387. Is that sort of thing increasing in Leicester ?—I should say it is not decreasing, and I should feel that it is increasing, but I have no statistics to back up my evidence with.

46388. The sort of training that the boys and girls get in a factory, the work that they have to do, is that work which they are called upon to exercise much brain power over ?—No.

46389. It is really taking care of automatic machinery, is it not ?—It is, and you are not called upon to exercise much mental power, but you are called upon to exercise a vast amount of nerve power, watchfulness of the eye, quickness of the hand, and the strain on many of my girl parishioners is so terrible, that in a few weeks, or a few months at the outside you can see across the road the difference in the girl.

46390. There is not very much to develop a boy or girl physically or mentally ?—There is everything to put too great a strain on an immature physique.

46391. Your idea about the Poor Law is that because everybody connected with it officially considers it their business to make it deterrent, that that produces an atmosphere in the infirmary or the workhouse which is very hurtful to the feelings of decent people ?—That is what I say, precisely.

46392. It is just that which prevents people coming to it except as a last resort ?—Exactly.

46393. You feel that that is a sort of atmosphere that has to be got rid of if we are to humanely deal with the poor ?—Exactly.

46394. Would you be in favour of taking children entirely from the Poor Law ?—Yes, I should be.

46395. You were asked just now whether you had thought of children being boarded-out in the daytime, and going home to their mothers at night. I understand that you would rather that the mother should be paid an allowance to take care of the children herself ?—I did not say that.

46396. I understand that you want to preserve home life ?—Yes.

46397. I put it to you that the best way to preserve home life is to board the child out with its mother ?—I quite agree.

46398. (*Mrs. Webb.*) With regard to that last point about boarding-out children with the mother, I assume you would give them the full boarding-out allowance of 4s. a week ?—I had not considered the precise sum I should pay them.

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46399. The difference between boarding-out and outdoor relief to widows is in one case the widow gets 1s. or 1s. 6d. per head, and in the other case the foster parent is getting 4s. a week ; you wish to assimilate boarding-out with the mother to the ordinary boarding-out ?—Yes.

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Relief of widows with children.

46400. Assuming we want to do that, the practical difficulty which has been suggested to us is that women in a certain class of slum property with all the temptations of that life, if you give her say 16s. a week for four children, you might even deteriorate her own character by enabling her to live in comparative leisure and subjecting her to the gossip and the street life, and that that is a real practical difficulty however good our intention may be about it ?—There always will be practical difficulties in everything.

46401. Does that appear to you at all as a difficulty in that particular policy ?—No, not a final difficulty.

46402. You would not discriminate with a less satisfactory mother, and say at any rate with that mother though she might be allowed to keep her children for the night, it would be desirable to send the children to some school in the nature of an industrial school ?—I think we must reserve the right to say that.

46403. From your experience as a parish priest you do not find that would be a real difficulty, giving too much leisure to women of a certain type ?—If she had not been a factory woman but accustomed to domestic life, and reasonably engaged in keeping it, it would take her all her time to do so. I do not see that there would be a difficulty ; at any rate we might build up a class of that kind, it has not been tried, but my feeling would be that the present system is so bad that we want to alter it.

46404. Have you had much experience in your parish Effect of these cases of women with children who are allowed inadequate 1s. or 1s. 6d. a week ?—Yes, I have known those cases.

46405. Have you noticed the effect on the children of that sort of insufficient relief ?—The effect is taking sweated labour, and she has that and the Poor Law relief, and they eke out a miserable existence.

relief of widows with children and condition of out-relief children.

46406. And you think the child is insufficiently fed in consequence ?—I think it is.

46407. With regard to boys and girls between four-teen and twenty-one, have you ever thought about a half-time arrangement by which half the time might be occupied in technical instruction or domestic instruction, and half the time only to profitable employment ?—You mean the morning or the evening ?

46408. Yes, supposing you had the half-time system from fourteen to twenty-one, or fourteen to eighteen, so that the employer only had thirty hours a week of the children's time, and the rest of the time was taken in physical training ?—I think there would be practical difficulties from the employers' point of view in half-time work of that kind.

46409. They have had it in Lancashire with regard to an earlier age ?—Yes, I have read of that.

46410. Do you think that if you had that compulsory, so that the employers had no choice, that would be satisfactory from your point of view ?—I would far rather raise the school age altogether.

46411. You cannot raise it to eighteen or twenty ?—No, but by degrees.

46412. Is it not possible to have a half-way house between taking the whole time and that ?—Yes, it would be better on the principle that half a loaf is better than no bread.

46413. With regard to what you say about the infirm-aries, do you find the same prejudice and the same consciousness of harshness with regard to the municipal fever hospitals ?—No.

Question of deterrence of sanitary authority hospitals.

46414. There is nothing of that sort ?—Practically nothing.

46415. Is there any feeling among the poor that they are harshly treated in the municipal hospitals ?—No, practically none, now and again you might get a particular nurse who is a little harsh, but generally speaking the atmosphere is different.

- Rev. F. L. Donaldson.* 19 Mar. 1907. 46416. It is a different principle?—That is it. As Mr. Lansbury suggested in his question, “deterrence” pervades the whole thing and every official in the ordinary poor law.
- Deterrence of poor law and its causes. 46417. It is not the official’s fault, it is the atmosphere?—No, it is not the official’s fault, he becomes the creature of a system.
46418. Supposing you had schools run on the principle of deterring children coming to them, would you get the same harshness in the teachers?—You would.
- Need of more medical assistance and inspection. 46419. With regard to the medical assistance of the poor, would you regard free medical attendance and free medical inspection as a kind of Education Act with regard to the habits?—That is what I am longing for.
46420. Do you really think in your experience there is a deficiency of proper medical hygienic advice?—I think it is something colossal.
46421. Could you tell us anything about it?—Yes. The general lowness of physique, the general ignorance on the subject, the neglect of complaints in their initiatory stages is nearly universal.
- Effect of free medical relief and inspection on conduct of people, and parental responsibility. 46422. Supposing you had free medical attendance on the same basis as education, do you think that by giving this free medical advice and hygienic advice, you would lessen or increase the sense of obligation on the part of the individual to remain well?—I think it would be developed in the town as part of our public spirit, and public life in which they would share.
46423. To be well?—To be well.
46424. So that you might create a new obligation?—A new obligation and a new sense of responsibility, though not quite of the same kind.
46425. With regard to the women with infants, do you think you would increase their sense of obligation to keep the infants alive by giving free milk?—Undoubtedly, by showing how the community regard it.
46426. You would put free medical assistance and free medical inspection and hygienic advice on the same basis as education?—I would decidedly.
- Adult labour supplanted by juvenile. 46427. (*Professor Smart.*) Are you quite sure as to what you said about boys in the boot trade, that practically there were not sufficient openings for the boys in the skilled work afterwards? For instance, in Leeds I am informed the practice is, with regard to these large automatic machines, that one boy attends four machines, and I am told the natural course is that the boy grows up to be a skilled worker at that machine; there is no such thing as employing boys at an early age and turning them off at an early age, in fact, I was told that the boot trade was one rather fine exception in the problem of boy labour. You do not know anything definite on that?—No, not sufficiently definitely, but I would like to say this, if I may, that the boy does constantly take the place of the man in my own actual experience in the parish; that is, men are constantly losing work and boys are getting it always.
- Increasing difficulty of employment for the middle-aged and causes. 46428. You mean the man is dropping out at an earlier age?—Yes.
46429. But not beyond the ordinary age of fifty-five?—Yes, earlier than that, forty and forty-five.
46430. For what reason?—Because of the pressure of young life, which is taken in preference to the old. Men of forty-five dye their moustaches and their hair.
46431. That is not the problem of boy labour exactly?—I feel that, it is rather our lad labour.
46432. That is not what we technically call the trouble of boy labour now, but rather that a boy is dismissed while he is still a boy?—There is a certain amount of that, but I am not able to give details.
- Socialism the natural result of provision of work by municipalities. 46433. You speak of municipalities giving work to all willing to work. Have you any experience of the difficulty municipalities hitherto have had in finding work to give?—Yes, we have in Leicester.
46434. Do you see anything of it but a Socialistic scheme of the municipalities becoming employers in all sorts of trades?—It practically leads to Socialism.
- Definition of sweated labour. 46435. What do you mean by sweated labour exactly, I wish to get a definition if I can?—Labour upon which, however hard you work, you cannot sustain an ordered, decent life in comfort and in health.
46436. It has no connection with the kind of employment: you simply mean a low wage employment?—Yes, sweated in my parish I should say that, not so much unhealthy in labour, itself, there is nothing unhealthy in stitching gloves.
46437. You do not mean home work particularly?—I do mean home work.
46438. That is the particular variety of it?—The sweated industries in my parish are home work; I do not say the factories are sweated, although my standard would be above that of most factories. I think some of the factories sweat their girls.
46439. Are you prepared to abolish home work?—I am prepared to gradually abolish it; it could not be abolished by an Act of Parliament at once without doing home-work a good deal of harm.
46440. Is not the whole of what you call sweated labour due to the residual competition of labour with labour and machinery?—This work cannot all be done by machinery, its causes. I believe.
46441. If not as regards gloves, at least as regards a great many things, the same work is being done by machinery and the reason of the low wage is that?—Yes, that is so, but “glove seaming” cannot yet be done by machinery.
46442. Do not you think that applies generally?—Yes, but not always, there is work which I believe is not done by machinery; work is sent out to be finished in certain directions which is not done by machinery.
46443. The only reason why machinery is not introduced is because the low wage work is so plentiful?—Yes, in certain cases.
46444. You speak of the “money to be found” by taxation of ground values—extra money you mean. You are, of course, aware that the authorities in Parliament values just now say that taxation of ground values would not tap any great new source, but would for the most part simply re-distribute taxation: it is not looked upon as a very large source of new taxation, but of re-distribution?—I confess I had looked upon it as an additional source and I am not quite convinced it is not so.
46445. I am only quoting from Mr. Ure?—I would get at other sources of taxation for those funds rather than that the thing should not be done.
46446. Do you know anything about afforestation?—Do I personally?
46447. Yes?—Only by what I have met with in my lecturing engagements and so on.
46448. Have you any idea whether it is remunerative or not?—It is remunerative in Germany.
46449. You have evidence of that?—I have authorities which I consult in my library.
46450. As private enterprises?—State enterprise.
46451. Is the bulk of the work there done by skilled labour or unskilled labour?—That I am not able to say.
46452. (*Miss Hill.*) In Paragraph 15, you speak of the men who do not apply to the distress committee, because they detest investigation, do you intend to suggest that you would abolish investigation?—I think that in the case of men who are practically unable to find work the test should be their willingness to work, to take the work offered by the municipality. I do not believe the provision of work for the men should be the result of investigation into what is called character.
46453. You are assuming, first of all, I suppose that the work is unlimited, that you have an unlimited supply of work?—Yes, I am assuming that.
46454. You would hardly suggest that a person who had just thrown up his work because he was drunk or would not get up in the morning, would have the same claim so long as the work was limited, would you?—Certainly not.
46455. You would be hopeful of being able to help a man as much to put him on an independent footing with no investigation as with it?—I would.
46456. You do not think there are other questions growing out of the unemployment which have to be dealt with, other than the giving of work by the municipality. I will take such a thing as migration or emigration, or various things of that kind?—Yes, that is growing up, certainly.

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46457. You do not think there is a need of investigation in order to make your help thorough?—I think in my evidence to another questioner I said investigation was desirable in all questions of charity but all depends upon the spirit.

46458. You do not suggest here that because the people detest it it should be abolished?—No, I do not mean that; I mean two things, first, the small number of skilled men thrown out by machinery who register with the distress committee, when we know there is a much larger number thrown out, shows that the majority of these men, the best workmen, will not submit to what they call the inquisitorial nature of the distress committee's questions.

46459. Have you not to bring investigation to bear before you know they are the skilled men thrown out through not fault of their own?—Not necessarily; you may know 300 men are thrown out by the introduction of machinery who, up to that point, were worthy of employment by their firm; if out of those 300 only fifty have registered we have to account for the fact that 250 will not, or have not, done it.

46460. Until the investigation, you do not know what these men are, do you?—But we do, we know them locally and personally.

46461. That is not very often the case with distress committees, is it, the members of distress committees do not, as a rule, know the men who apply to them personally?—We are fellow citizens, we confer with one another; I tell of many in my parish of the type I am considering now, the very best men who have not gone near the distress committee, who remain still out of work.

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their cases.

46462. In Paragraph 18 you say "his manhood is insulted by investigation." Do you really think if any of us were in distress to-morrow it would be insulting for whoever was thinking of helping us to ask questions about who we were, what we were, and how we had been living, and what we had done?—I should not, but am I not there putting the point of the men?

46463. I want to know whether you think it is insulting to manhood if one who is applying to be helped by his neighbours were asked something about himself?—It may be unreasonable, but it is natural.

46464. Do you intend to suggest that investigation should be abandoned?—No. But that it should be conducted as if to find out the good rather than evil.

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46465. (*Dr. Downes.*) Does your statement as to nurses in infirmaries being often unkind and even brutal to the sick apply to the infirmary at North Evington?—In my evidence I am asked to give all I can give, the result of my experience, and I give it.

46466. I ask you which it applies to?—I am not prepared to say it applies to North Evington.

46467. What does it apply to?—It applies to the experience that I have had with the poor from themselves or from the mission sisters, who, being professional workers, work in my parish, from the evidence of the poor who have endured these things.

46468. But where have they endured them?—In the various places to which they have been.

46469. Would you specify those?—I do not think it is fair to ask me to do so. I record the general experience of 22 years.

relief to
men
workers.

46470. (*Mrs. Bosanquet.*) I think you have seen a great deal of the women working at these home industries?—Yes.

46471. Do many of them get their earnings supplemented in any way?—I believe there are certain cases in which the Poor Law guardians give them assistance.

46472. Would that be widows with children only?—Yes, with children.

46473. They do not give it to single women?—No, I think not.

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women.

46474. Would you say that the single women earn less than enough to live healthily?—Yes, decidedly, they earn less than enough to live upon at a very low computation of what life is.

46475. Have you ever come across any attempt to get the women away from these low class industries, or have you taken share in any attempt?—No, I have not, not any organised attempt.

46476. There is always domestic service open to girls, if they will go, which may be better?—As a rule these women I am referring to are not young women. *Rev. F. L. Donaldson.*

46477. But they begin young in the factories, I suppose?—Are you speaking of the factories? *19 Mar. 1907.*

46478. I was thinking rather of the factories?—Yes, in the factories they begin quite young, that is true; there is domestic service, but the disposition of the poor is set against domestic service. *Attitude of poor toward domestic service.*

46479. Would you consider that the factory life is in any way a good one for the girls; a satisfactory life?—It is harmful, inasmuch as it begins too early; assuming that they have to earn an economic livelihood they begin too young, they have no girlhood. They leave school, as you know, at fourteen, and they go into the factory then or at fifteen. They have no girlhood, by that I mean girlhood between fifteen and eighteen, which is so valuable. *Effect of factory life on girls*

46480. Do you think anything could be done in connection with the schools to catch these girls as they are leaving, and get them to better kinds of work?—I think the only way would be to raise the school age gradually, and to infuse into the curriculum an entirely different training and teaching. *Proposal to raise the school age for girls, etc*

46481. What would you have that in, in domestic work?—Yes, domestic and other things.

46482. Do you think the girls leave school at all fitted for domestic life?—Utterly unfit. *Inadequacy of existing education of girls.*

46483. Are there any classes outside the school which attempt to train them for domestic life?—Not worth speaking of, and then leaving like that, and living amongst the factory population, the whole tendency is to go into the factory.

46484. It would be possible, supposing we kept them at school till fifteen in that last year to give them domestic tasks?—Yes, and to begin earlier, instead of teaching them decimals, to teach them other things.

46485. I suppose no attempt has ever been made to utilise the Sunday schools?—Never in that way.

46486. Would it be a good thing, do you think?—It would be impracticable. The time already given to direct religious teaching is so small that you could not impinge upon it.

46487. Can you tell us about how far the children suffer from the ignorance of the women on these points?—I can only say too much, it is one of the great tragedies of modern life, they suffer daily and hourly from the ignorance of their mothers and foster mothers and the little girls who nurse them. I attribute infantile mortality very largely to the absence of the mothers in the factories; 25 per cent. of all the women in Leicester in the factories are married women. *Infant mortality and its connection with the ignorance of mothers and foster-mothers*

46488. Are they mostly women with young children?—They very frequently are, the exact statistics I have not with me. *Evils of mothers working in factories.*

46489. Would the man and woman be working in the same factory, husband and wife?—No, not necessarily; sometimes it may happen, but it is accidental.

46490. Do they put the children out to nurse when they go out to the factory, or what is the arrangement?—An old woman next door will take care of it, or say she will.

46491. Are there any creches or nurseries?—No, there are none in my part of the town.

46492. Is any school feeding done in Leicester?—We did some by voluntary subscription last winter and the winter before. *Effect of school feeding of children in encouraging mothers to go out to work.*

46493. Do you think it encourages the mothers to go out to work if they know the children will be fed at school?—I think it may act in that direction; I think it would be an additional element.

46494. I suppose what one would rather wish would be to throw the pressure in the other direction, for them to stay at home?—Precisely, only you then involve the question of maintenance, you cannot bring pressure to keep women at home, unless you face the question of their maintenance. *Difficulties as to preventing wives from going out to work.*

46495. These are married women I presume, and their husbands I take it would primarily maintain them?—

Rev. F. L. Donaldson.
19 Mar. 1907.
Need of increasing school age and improving education of girls.

Yes, it is the evil I think that married women, some of whose husbands can afford, but the majority of whose husbands can barely afford, for their wives to be at home, should work in factories; that is to say, that one result of bringing pressure upon the married women must be to bring pressure to raise the wages of their husbands.

46496. Taking the question of the women's work and the low payment all round and the ill-cared for children, would you agree with me that one direction, which would be the most hopeful direction, is to educate the girls better?—An exceeding hopeful direction, that would do a great deal of good, and altering the curriculum even now and adding to that a higher school age.

46497. What school age would you like to suggest?—You must go step by step, must you not? The next step would be fifteen, and the next sixteen, until you reached eighteen.

46498. Would you go as high as eighteen?—Gradually, though not as immediate politics; they are not women until they are eighteen.

The applicability of day industrial school system to relief of widows with children.

46499. (*Mr. Loch.*) Have you seen a day industrial school at work?—I have seen the boys in our own schools doing industrial work.

46500. You have not seen a day industrial school?—No. Do you mean have I gone over one?

46501. No, I meant have you seen a day industrial school in the way of having studied it and knowing about it?—No, but I have been over one.

46502. I was not sure from your answers whether you think the system would be good in relation to certain difficult cases in which the father and mother were away from home?—To have centres of that kind, do you mean?

46503. To have a day industrial school centre?—I think it would do good certainly, it would be admirable.

Question of developing religious charities.

46504. With regard to religious charities, do you not think it possible that there should be a large number of well managed religious charities taking their place in the ordinary administration of relief, as may sometimes be found, I think, possibly more in continental countries than in England?—That we might have co-operation?

46505. That the religious feeling would create larger institutions of that type than we find in England?—It is possible, but as I have said in my printed statement, it comes to such a small amount really, that it is not a large factor in the situation, but I agree with you it is a possible development.

Paucity of almshouses in hands of religious bodies.

46506. There are no large homes for the aged, or very few in the hands of religious bodies?—In the sense of hostels.

46507. Yes?—No, and the one we have in Leicester they propose to abolish.

46508. Lately there has been in one of the dioceses an inquiry made as to the amount of the endowments which there is in the several parishes, that is the Winchester Diocese; that has shown that there is a good deal of local interest in these sometimes in rural and sometimes in semi-urban parishes, and that the interest might be possibly made available in connection with the outdoor relief, or apart from outdoor relief in these parishes. Do you see any objection to that system, as it were, so far as it is strong enough, displacing the outdoor relief?—Using the old endowments, you mean?

46509. And whatever voluntary sources there may be also?—No, I do not. I think if you are to have it, it would be well to organise it.

46510. I thought your statement about the charities was a little absolute. I thought that practically this showed that there was a considerable fund in different quarters, connected with endowments and worked as a rule very often in connection with the churches, which was available and could be treated at any rate as a potential income?—It could be developed somewhat. The direction I meant to give evidence in is this: that it is not adequate in any sense to the industrial poverty with which we are pressed on all sides now and have been so long as I can remember, and although it may be good, and would be better done under your idea, yet it only touches at the most a tithe of the normal poverty which is around us always and which is the result of industrial causes.

46511. Does it not strike you that with all the command of the rates which we have in addition to all that voluntary and endowed money, we do not seem to have made, even with the use of these large sums of money which have been spent of late years, a great difference in the poverty?—I quite agree, I do not think we have, it is easily explained, because what is given away by the rates is just enough to soften the struggle for livelihood and, even when it is kind and generous, it just keeps them going and that is all.

46512. Do you think still more from that source would make any difference?—I think that sometimes guardians err on the side of harshness; in certain cases I have known where outdoor relief would really have done definite good and perhaps saved a home, where on technical grounds, or grounds which I have consider insufficient, it has been declined. I think a little extension of outdoor relief in these directions would do positive good, but, of course, the pressure of industrial poverty cannot be met even by outdoor relief, it is created faster than outdoor relief can meet it.

46513. It is presumably due to causes which outdoor relief would hardly touch?—Certainly, it is due to industrial causes.

Miss EVELYN CARRYER, called; and Examined.

Miss E. Carryer.
19 Mar. 1907.

46514. (*Chairman.*) You are a Member of the Leicester Board of Guardians?—I am.

46515. How long have you been a member of that board?—Three years next April.

46516. You have prepared a Statement which I think fully expresses your views; we will treat that as your evidence-in-chief if you will kindly hand it in, then I should like to supplement it by a few questions?—Certainly.

(*The Witness handed in the following Statement.*)

SOCIAL CONDITIONS.

Betting, drinking and prostitution in Leicester.

1. A large racecourse attracts thousands of bettors and gamblers six or seven times in the year, and keeps alive the spirit of betting among the working classes.

"Bookies" are brought before the Bench at regular intervals to be fined the usual £5. They are "taken up" in turns. Between turns, they openly take bets, with personal safety from police. (*Rev. Thompson, Victoria Road Church, personally tested this fact.*)

Besides the ubiquitous public-house (about 800 including licensed grocers), there are several "long-pull" drink-shops, which are a danger to the very poorest people. (*Mr. Foulds, Relieving Officer, has reported several cases to us.*)

2. *Prostitution rife.* A child living in Green Street, complained to me of noisy nights. Mr. Foulds, Relieving Officer, declares Green Street unfit for any child to live in, because there are prostitutes in almost (probably every) house. This street is a sample of many.

3. There are plenty of good schools of all grades. But I object to the Wyggeston School being supported out of the fund left by Wyggeston for the purpose of a hospital for old people. The fund is used for both purposes instead of exclusively for the aged.

4. *Homes for Fallen Girls.*—St. Mary's Refuge, The Newark; The Home, Stoneygate Road.

INDUSTRIAL CONDITIONS.

5. *Staple Trades.*—Boots and shoes, and hosiery. To my knowledge these trades have been wretchedly bad for five years, but particularly bad two and a half years ending September, 1906, when a marked improvement manifested itself. The workers were, and still are crippled by the introduction of machinery. Hundreds of skilled men have been dismissed. Workmen are displaced also by women. Men and women displaced by the adolescent. Adults, especially women, accept low payment in order to compete with youth—

Question of organising charity societies to substitute it for outdoor relief.

The inefficiency of charity

Need of further outdoor relief.

Question of extent to which outdoor relief is a remedy for poverty.

Diversion of education purposes.

Industrial conditions in Leicester; effect of machinery and female labour on unemployment.

Industrial	Case 295 (R. Com. VI.) ; wife earns	-	-	12s.
Conditions in	" 470	"	"	10s.
Leicester ;	" 521	"	(glove-stitching)	3s.
Effect of	" 587	"	"	9s.

Further, employers have, in some instances, removed their factories to villages, where labour is cheap. (Moore, Eady & Co., hosiery, to Burbage.)

6. Trained domestic servants very scarce. I would like to compel every girl to receive at least twelve months' training before deciding upon her calling. Domesticity is deteriorating, resulting in miserable homes and untrained motherhood.

PECULIARITIES OR EXPERIMENTS IN POOR LAW ADMINISTRATION.

7. The following experiments in Poor Law Administration have been adopted by the Leicester Board of Guardians :—

(a) Appointment (on twelve months' trial) of *Lady Assistant Relieving Officer*.—She submitted an excellent report of her twelve months' work to the Board, February 5th, 1907, and has since been placed on the staff permanently by the unanimous vote of the board.

(b) Children.—No child over two years admitted to the workhouse (except lock-ward cases). They are dealt with in receiving and other homes right away from the workhouse.

Establishment of Receiving Home, 132, High Cross Street ; Scattered Home for Boys, Dorothy Road ; Scattered Home for Girls, Halstead Street. "Exmouth."—Several boys sent to the training ship with satisfactory results.

Children, two to five, a problem. Nursery Home to be discussed by the full board, February 12th.

(c) Abolition of oakum-picking, also of stone-breaking for inmates, except for refractory cases.

(d) Adoption of case-papers for inmates—satisfactory.

(e) Fresh admissions for maternity wards dealt with by ladies' sub-committee, not by men guardians.

(f) Labour-test men employed on the land, an excellent preparation for emigrants to Canada, and consumptives. (See the Gilroes Farm and Infirmary grounds.)

(g) Labour-test for single men. (See printed regulations.*)

(h) An Emigration Committee just formed. (Capital !)

THE RESPECTIVE MERITS OF INDOOR AND OUTDOOR RELIEF.

8. *Indoor Relief*. (Adults. Workhouse).—Apart from sick.—I consider that indoor relief should be reserved for applicants not bearing reputable characters, and the able-bodied of these should be given hard work and the plainest diet in full portion.

It should also be granted to those reputable persons who are absolutely unable to be adequately cared for outside, such as the aged and infirm, without suitable shelter, in a Home of Rest.

In my opinion, aggregation is unnatural, and no matter how thorough may be the classification, the reputable deteriorate when housed with the less reputable ; and the disreputable are influenced by those worse than themselves. Seldom *vice versa*. I object to herding.

9. *Outdoor Relief*.—Should be granted in preference to indoor relief, whenever possible, but as a privilege to applicants of good reputation ; abuse of it should be heavily penalised. It prevents destruction of home-life. Gives opportunity for seeking employment. Should not be subsidy to underpaid work. Small shopkeepers and small property landlords (who, in Leicester are stated to be the greatest sufferers as ratepayers) are those most benefited by the money expended in outdoor relief, whereas in-door relief benefits those tradesmen who contract for large amounts. Opportunities galore for guardians and officers to encourage good home-life, cleanliness, steadiness, suitable healthy houses, wholesome natural living generally.

* For copy of regulations for the administration of out-relief in Leicester see paper handed in by The Hon. Gerald Walsh—Appendix No. XVIII. (F) to the First Volume of the Minutes of Evidence (p. 376).

THE CLASSES OF PERSONS APPLYING FOR RELIEF.

10. The following are the classes of persons applying for relief :—

Aged. Prematurely decrepit. Workers displaced by youth or by machinery. Unintelligent. Potential consumptives, frequently labelled "naturally idle." "Such as no member of the Board would engage in general work except out of pity." Casual labourers. Large numbers of temporary male inmates declaring themselves "single." Men and women who cannot resist drink. Respectable struggling widows of consumptives, etc., with families. Men minus settlement. Small-pensioned soldiers. Families whose bread-winner is the mother apply during confinement. Deserted women with families.

CAUSES OF PAUPERISM.

11. The following are the chief causes of pauperism :—

(a) Bad trade and consequent unemployment.

(b) Abnormal price of raw material in staple trades, causing manufacturers to withhold "stocking," in hopes of cheaper wool and leather.

(c) Introduction of labour-saving machinery.

(d) Employment of children under sixteen (I should like to say under eighteen years of age).

A trade union secretary tells me that about 40 per cent. of female labour in Leicester is the labour of children. Miss B., a shoe-hand, tells me she entered a factory at the age of thirteen, her only work was to line the tops of boots. She earned 4s. 6d. per week, at exactly the same work, and as quickly or quicker, and as competently—thanks to wonderful small machine, as adults who were paid by piece-work. She earned 4s. 6d. per week, they earned 4s. 6d. per day. Her work became so monotonous that she left it. She is now forewoman. Sub-division of labour gives the young a chance of entering factories. This under-training and over-straining of youth is a great cause of pauperism.

(e) "Bookies."

(f) Drink.

(g) Inaccessibility of land.

(h) Over-building in prosperous times.

12. I object to Leicester standing in the unenviable position in the official return *re* relief of being the highest but one among provincial unions.

Mistakes in the granting of relief may have been made, owing to inexperience on the part of new guardians, to the non- or irregular attendance of guardians on relief committees, to the uncontrolled sympathy of guardians who have experienced want themselves. But *industrial conditions* have been the *chief* cause of the tremendous wave of pauperism :—

(a) Manufacturers refusing to buy raw material because of high price.

(b) About one-third workers employed. (This I found to be the case when I visited some fifty factories.)

(c) Return of men after the Boer War, just when work was scarce for all.

(d) The employment of youth at low payment ; and the consequent displacement of adults.

(e) The introduction of labour-saving machinery.

Genuine distress has been terrible, and on the whole, Advantages Leicester guardians have done their duty in occupying of Leicester this disagreeable position in the official return. guardians' policy as to relief.

Rates have stepped in where manufacturers failed. I firmly believe the board's policy has saved the parish from bread riots, robbery, and worse.

THE CLASS OF PERSONS SEEKING ELECTION AS GUARDIANS.

13. Anelection is imminent ; only four persons adopted at present. To judge by past boards, they are likely to be (a) small tradesmen, respected, some of them retired. These are generally elderly intelligent persons, not particularly well educated ; practical ; too ready to "follow" ; too ready to build. Some of them a little too much inclined to keep to out-of-date methods. (b) Workers, overflowing with practical new methods and reforms, which hang on deeper principles than perhaps Poor Law guardians are expected to even consider. (c) Six women.

Miss E. Carter.

19 Mar. 1907.

Class of person applying for relief.

Causes of pauperism.

Industrial conditions the chief cause of high pauperism in Leicester.

Advantages of Leicester guardians' policy as to relief.

Class of persons becoming guardians.

Miss E.
Carryer.

PARTICULARS AS TO ADMINISTRATION OF RELIEF IN THE
UNION.

19 Mar. 1907.

Particulars
as to relief
and institu-
tions in
Leicester.

14. The union, whose area consists of 8,580 statute acres (census, 1901), with an estimated population in 1905 of 228,132, is divided into six districts. The six relieving officers (one to each district) all acting under the clerk to the guardians. There is also an assistant clerk. These, with the lady-assistant relieving officer and six clerical assistants are installed at headquarters, the Poor Law offices. Also the registrars and that superfluous officer, the public vaccinator. Each district has its medical officer.

15. Institutions :—

Workhouse.
Infirmary (North Evington).
Cottage homes (Countesthorpe).
Receiving home.
Two scattered homes.
Relief stations.
Gilroes farm.
Woodyard (labour test).

Particulars
as to relief
and institu-
tions in
Leicester.

16. The Board (forty-eight guardians, four of them women) holds its public meeting fortnightly, in the Board Room, at the Poor Law offices.

17. Committees :—

Committee.	Conservative.	Liberal.	Labour.	Total.	Remarks.
No. I. Relief - - -	5	2	1	8	Each Member selects on which committee he will sit.
do. Labour Test - - -	5	2	1	8	
No. II. Relief - - -	1	4	3	8	
do. Labour Test - - -	1	4	3	8	
No. III. Relief - - -	1	5	2	8	
do. Labour Test - - -	1	5	2	8	
No. IV. Relief - - -	1	6	1	8	Not limited.
do. Labour Test - - -	1	6	1	8	
No. V. Relief - - -	Nil	4	3	7	
do. Labour Test - - -	Nil	4	3	7	
No. VI. Relief - - -	1	3	3	7	
do. Labour Test - - -	1	3	3	7	
Visiting - - -	7	15	11	33	Limited to 20 Members.
Finance - - -	9	22	10	41	
Infirmary - - -	3	14	3	20	
Classification - - -	3	11	2	16	
Maintenance - - -	3	7	5	15	
Lunacy - - -	3	8	5	16	
Building - - -	4	6	2	12	Limited to 12 Members.
Grocery - - -	2	8	2	12	
Clothing - - -	1	6	5	12	
Assessment - - -	5	5	2	12	
Cottage Homes - - -	1	10	1	12	
Scattered Homes - - -	2	5	5	12	
Gilroes Farm - - -	1	2	3	6	
Boarding Out - - -	2	10	1	13	
Labour Yard - - -	1	3	2	6	
27 Committees - - -	65	180	85	330	
Constitution of Board - -	9	26	13	48	

Leicester
Relief
Committees
and their
constitution.

Leicester
Relief
Committees
and their
constitution

Need of
adequate
out-relief.

18. The six out-relief committees meet weekly, Tuesday mornings. The six labour-test committees meet weekly, Tuesday evenings.

During my first year on No. VI. Committee (of above), I confess I felt at sea, and had to trust to the relieving officer and to those guardians who knew the applicants, for guidance as to the granting of relief. But from the very first to this moment I fully agree with granting adequate relief, if any. I consider it is cruel to grant 2s. 6d. to an aged person, no one can live decently on that amount; yet this was the usual amount previously granted, in an ordinary relief room. The committee on which I serve refuse outdoor relief to all persons of known drinking or other unsatisfactory habits, or living under unsatisfactory conditions. Now that we are more experienced we are gradually weeding out men from the labour test who have deteriorated to such a degree that apparently they have become almost content with the low relief they earn on the test.* The maximum amount a man with wife and six or more children can earn with six days on the test is 14s. All the single men applying for test have been so "talked to" by our appointed chairman, that most of them have found work elsewhere.

Out-relief
refused to
drunkards,
etc.

Maximum
amount of
relief for
Leicester
labour-test
men.

Rules for
relief in
Leicester
Labour Yard.

19. The following are the rules which have been adopted with regard to relief to able-bodied single men.

Resolved, at a meeting of the guardians held on October 3rd, 1905 :—

"That in the event of any unmarried, able-bodied man applying for relief through the labour test, each relief

committee shall deal with every case strictly upon its merits, always provided—

(1) That the applicant is of good character and has resided continuously within the parish for a period of not less than twelve months.

(2) That no relief be given without an adequate task being imposed, or for more than four days per week, unless the applicant is living apart from his relatives. But in no case shall any application be entertained from a man residing in any registered lodging-house or licensed premises.

(3) That no relief be given for a longer period than four weeks, and that at least two weeks must elapse before any further application can be considered from any single able-bodied man who has already received such relief.

(4) That the scale of pay be 1s. 3d. per day, to be distributed half in money and half in kind.

20. I append the latest statistics as to the number of persons in receipt of relief and their cost (see Appendix No. XXIV. (A)).

Rules for
relief in
Leicester
Labour Yard.

Statistics as
to paupers
and their cost
in Leicester

REFORMS IN THE LAW AND PRACTICE SUGGESTED BY
EXPERIENCE.

21. Reform in the Law :—

(a) *Re Settlement.* Where a person has no settlement according to the three-years-continuous-living-in-one-parish law, the birthplace to be the settlement; or failing proof of that, the parish where the person has resided longest within the last three

Proposed
reforms as to
settlement.

* See Appendix No. XXIII. (A).

years. Our House Committee often pushes tramps on to the road when they are neither fit (in my estimation) nor desirable persons to be on the road. We positively increase vagrancy (by which I mean tramps) by refusing to admit them into the workhouse for more than a few days' rest.

(b) Power of detention in the case of consumptives, feeble-minded, drinkers, etc.

(c) Abolition of women's tramp wards.

(d) *Re Franchise.* Citizenship not to be forfeited on receipt of outdoor relief, nor on entering Poor Law Infirmary, nor when misfortune or age is the sole cause of pauperism.

(e) Police Court Children. It should be illegal to admit them into any of our institutions. They have had pernicious influence in our Receiving Home.

(f) *Re Officers.* Guardians should be ineligible for posts under the board until six months after resignation as guardian.

(g) Stone-breaking. If this be compulsory by law rid the law of this task, also oakum-picking. They are only suitable for temporary punishment (even prison authorities are urged to impose more useful tasks).

(h) Temporary Relief. Alteration of the law enabling the destitute to claim relief while refusing indoor relief. The relieving officer has been compelled to give temporary relief after the guardians have given an order for the house.

22. Reform in Practice :—

(a) Wherever a union is large enough, a woman relieving officer should be placed on the staff and be authorised not only to investigate and to visit applicants in maternity cases (indoor and outdoor) but to receive all such applications. This is distinctly a woman's department.

(b) No child above two years of age to be admitted to a workhouse, but be dealt with in another "Home." Children belong to the state, they should be trained in the way they should go by the guardians when the parents fail in this duty: the workhouse is the way not to go.

(c) Strict classification necessary in the case of able-bodied young women.

(d) Medical Cross Visitor for every few counties. Too many of our outdoor maternity cases are operative.

(e) Suitable occupation and instruction for sick children and for the feeble-minded and imbecile adults in our care should be insisted upon. So-called "sick" children with probably a touch of ringworm, etc., lose so much time which can never be made up (The matron of our infirmary recommends this).

(f) Homes for children, whether cottages in a Cottage Homes colony, or scattered homes, not to contain more than ten children. One foster-mother cannot thoroughly "mother" more than ten children herself. More than ten children in one cottage destroy homelike life, family life, so essential for children. Institutional life most unnatural, and groups of children of more than ten in a group tend towards institutionalism, which means unnatural life for children.

(g) Labour colonies for systematic training on the land, as preparation for emigration, appeal to my reason, but I have not studied the matter thoroughly.

23. I have objections :—

(a) To competition with local trades, such as our firewood trade.

(b) To the suggestion to transfer the Vagrancy Department to the police. *Uniformity of action* can surely be enforced without such a drastic change.

(c) To compulsory vaccination.

(d) To workhouses without land on which the able-bodied may be put to work.

46517. (*Chairman.*) You said that there is a great deal of youthful labour in Leicester; is there a chance of advancement of that labour in the way of wages, or does it remain at a fixed standard, or are the workers discharged when they become adults?—I think there is a chance of advancement.

46518. You quote the case of a Miss B., she had been advanced?—No.

46519. It was when she went to a different firm, was it?—She was not advanced I understand as long as she was there.

46520. Complaints have been made that there is a certain class of youthful labour in which the boys or the girls early in life receive certain wages which seem high to them, but at which they remain until they become adults, and then they are discharged; that is not the class of labour you are alluding to here?—I believe that is so in some firms.

46521. You were talking of the boot trade, were you not, in this paragraph?—Yes, this is the boot trade; I do not know much of the boot trade, I was thinking about the hosiery trade in particular.

46522. In the hosiery trade if they come in young there is a prospect of advancement?—I should say so. One firm I am thinking of employs a great many that look like little girls—I have seen them streaming out of the factory; they look like a school of little girls—so that practically half the work people in that firm are children.

46523. Are they kept on when they arrive at a certain age, or are they discharged, do you know?—I cannot say.

46524. Coming to Paragraph 21 of your statement, you there enumerate the changes or reforms which you would like to see; you would very much curtail the disputes concerning settlement?—Yes.

46525. You say we positively increase vagrancy by refusing to admit tramps into the workhouse; you think that the casual ward increases vagrancy?—Yes, I think a great many men are on the road that enter a tramp ward that would refuse to come into a workhouse.

46526. Though the ward is rougher and harder than the workhouse?—Yes.

46527. You would wish for greater power of detention in the case of consumptives, feeble-minded, and drinkers. Would you wish to make the notification of phthisis compulsory? Have you thought about that at all?—Yes, I have thought about it, but I would not care for it to be compulsory.

46528. If they come into the house or the infirmary, you would keep them, assuming there was a likelihood of their being able to be cured within a limited time, I suppose?—Yes.

46529. Feeble-minded girls you would keep in, who have had children and so on?—Those who cannot be kept under proper control outside.

46530. You are opposed to the franchise being forfeited in connection with the Poor Law, that is when misfortune is the cause of pauperism. That would necessitate an inquiry, would it not?—I am afraid it would. Some of the applicants for indoor-relief are certainly on a par with the criminal class, and the franchise is taken from criminals rightly.

46531. You are not in favour then of allowing everyone who receives Poor Law relief to retain the franchise, but you would try and discriminate?—That is so.

46532. Then you refer to police court children, are there many of them? Do you come across the evil effect of admitting them into the institutions?—Yes, we have had three or four rather recently in our receiving home, and their influence has been pernicious.

46533. You take charge of these children while the parents are in prison, is that it?—They are chiefly remand cases.

46534. They go back to the parents after a time?—They are young offenders.

46535. They are sent to you in the receiving home, but they do not remain with you?—No, they are sent on to the industrial schools.

46536. You think their contact with the other children in the receiving home is bad?—Yes.

46537. You say as to the officers, guardians should be ineligible for posts under the board until six months after resignation as guardians. Have there been cases within your knowledge where guardians have come forward for posts under the board?—While guardians, yes, two cases.

Miss E. Carryer.

19 Mar. 1907

Prospects of advancement for juvenile workers at Leicester.

Need of simplification of decision as to settlement.

Vagrancy increased by casual wards.

Question of compulsory notification and detention of phthisis cases.

Need of detention of feeble-minded girls.

Proposed partial abolition of disfranchisement on relief.

Evil effect of police-court children on Poor Law children.

Miss E.
Curryer.

19 Mar. 1907.

Guardians
should be
ineligible as
poor law
officers.

Power of
applicant to
obtain
out-relief by
refusing
indoor relief.

Success of
women
relieving
officers.

Functions
of woman
relieving
officer at
Leicester.

Unsuitability
of workhouse
for children
over three
years old.

Need of
classification
of able-
bodied
women.

46538. You think that ought to be stopped. I suppose perhaps you would rather not say anything about that?—I do not know that I have any objection to the two particular cases, but it might attract some people to apply for election as guardians with a view to taking posts. I think there is that temptation.

46539. I assume it puts the guardians who have to vote in rather an invidious position?—That is so.

46540. Stone-breaking I think we need not trouble you about because we have already had evidence upon that. In regard to temporary relief, I understand you would propose to alter the law so that persons claiming relief should not be able to prescribe the sort of relief they want, is that what you mean?—We have had cases where we felt we could not grant outdoor relief, but they have declined to go indoors.

46541. Therefore you are practically compelled, or the relieving officer is, to give them out-relief?—Yes, in the form of temporary relief any way.

46542. In these cases really the individual applicants are able almost by refusing the workhouse to obtain the form of relief they want?—Yes.

46543. You would stop that?—Yes, such applicants defy the officers and the guardians.

46544. And instead of relief being conditional upon what the guardians wish it is made conditional upon what the man or woman insists upon?—Yes, we have not had many cases; I should say about half a dozen.

46545. In administrative practice have you any lady officials under the Leicester Board of Guardians such as relieving officers?—Yes, one on out-relief.

46546. How is that worked?—She is the assistant relieving officer.

46547. Has it worked well?—It works excellently, we have had a very good report for the twelve months.

46548. What does she do, does she look after the children of people in receipt of out-relief?—She visits the widows on out-relief periodically, visits and investigates all outdoor maternity cases, and also those applying for the maternity ward.

46549. It has some times been alleged that the children of widows on out-relief are not properly nurtured or looked after, it would be her business to inquire into that sort of case?—Yes, she has done so.

46550. And the result has been satisfactory?—Great improvement has been made in several homes that she has visited in consequence of her visiting.

46551. I presume she would report if homes were dirty?—That is part of her duty, to report every case.

46552. Has the result of the reports been effective; have they brushed up their homes and so forth?—Yes, there has been a great improvement I believe in all cases.

46553. And that has been accomplished without striking off the relief?—Yes.

46554. Under pressure or advice?—That is so.

46555. I assume therefore you would like to increase the number of lady officers?—Yes, as cross-visitors, with authority detailed in Par. 22 (a).

46556. You object to any child over two years of age going into the workhouse at all?—I think I would like to modify that by saying three years. I think it is rather too soon to part a child from, shall I say a suitable mother, under three years.

46557. Then 22 (c), the classification of the able-bodied young women; what was the idea of suggesting stricter classification?—Because unsatisfactory characters so far in our workhouses have been mixed with the others, and their influence has been pernicious also.

46558. I suppose a certain proportion of the able-bodied young women are of unsatisfactory character?—Yes, most of them.

46559. You would try to prevent contact between them?—There have been several cases of young able-bodied women, servants who have not been able to get a situation and having nowhere to go, no home to go to in the town, who have been obliged to come to the workhouse; they have mixed with these girls and have been perniciously influenced, and have turned out wrong in consequence.

46560. I thought in Leicester that there was a great demand for domestic servants?—First-class servants, yes, but there are domestic servants and domestic servants, most of the servants in the town I suppose have homes or friends, but there are these cases; we have no servants' home in the town.

46561. They just come in temporarily?—Yes.

46562. You would wish to have a medical cross-visitor, because you say too many of the outdoor maternity cases are operative. What does that mean exactly?—I suppose the explanation would be that so many of these mothers have to work in factories and to sit at machines in certain positions which are not good for them, and the consequence is that in their time of trouble there has to be an operation.

46563. It necessitates an operation?—Yes, I can quite understand there would be a certain percentage, but I think there are too many. Of course there is an extra fee, and very often a second medical attendant is called in, and there may be a temptation to gain experience and fees when unnecessary.

46564. How would a medical cross-visitor affect that?—I do not know how it would work, but it wants some extra supervision in my estimation.

46565. To advise and supervise you think might be good?—Yes.

46566. (Mrs. Bosanquet.) Do I understand you think that the medical cross-visitors would find out cases which have been operated upon which should not have been operated upon?—If they were qualified, yes.

46567. (Chairman.) You would like some suitable occupation to be given to children who are segregated who really are not ill, but find it difficult to make up the time of their segregation?—Yes, the majority of them never make up the time.

46568. They are backward to start with?—Yes, and the time they lose is never made up.

46569. Do you visit the homes for the children?—The cottage homes and the scattered homes, yes.

46570. Which system do you think is the most satisfactory?—I think we need all systems; the scattered homes and the boarding-out and the cottage homes colony, but of the three, if we had one only, I should advocate the scattered homes.

46571. Is boarding-out satisfactory as far as you know?—I am not on the boarding-out committee, but I believe it is satisfactory.

46572. They are boarded-out outside the union, I suppose?—A few.

46573. There are some boarded-out inside?—I think there are 35. I am not clear upon that point. I am not on the boarding-out committee.

46574. Coming to the scattered homes, you put the limit of the work the foster-mother can do to be ten children?—Yes, without assistance.

46575. Are you on the scattered homes committee?—Yes.

46576. Do the foster-mothers complain at all of the work they have to do?—Not at all.

46577. You think they can manage ten children?—Easily.

46578. To your personal knowledge has there been much objection to work done by the guardians on account of its competing with local trade?—We have had with non-complaints lately from the firewood firms, it has ruined two or three.

46579. That is really the only work that the guardians do?—In Leicester, yes, that and stone-breaking, besides farming.

46580. (Mr. Phelps.) You have strong views, I notice, with regard to the effect of the racecourse and betting?—Yes.

46581. Have you particular cases in your mind of persons who have come to pauperism by that?—We have had several cases on our relief committee.

46582. What kind of cases, where did they start so to speak?—When the applicant applied to the Relief Committee for relief and we found that he was a bettor and he had come to grief through that.

Need of
classification
of able-
bodied
women.

Proposed
medical
cross-visitor
and their
functions.

Need of
suitable
occupation
for quarantined
children.

Relative
merits of
various
systems of
relieving
children.

Limitation
of numbers
of children
in scattered
homes.

Competition
of pauper
with non-
pauper
labour.

Racing and
betting as
causes of
pauperism.

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uses of
uperism.

46583. Were they people who had been of the shop-keeper class or of the working class?—The working class.

46584. Have you any cases of people who have fallen in the world completely from a higher class than that?—Not many through betting, through drink chiefly.

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tentialities
out-relief.

46585. You say in paragraph 9 with regard to outdoor relief that it gives great opportunities for encouraging good home life and cleanliness. Does your board of guardians do anything under that head?—Yes, several times we have only given relief on condition that there is an improvement in the cleanliness of the home, and in other cases we have granted relief on condition that applicants removed from one neighbourhood to another.

46586. Does the relieving officer see to that or the guardians of the parish?—The relieving officer.

46587. Do the guardians themselves ever undertake that kind of work?—Occasionally.

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46588. Do you ever report houses to the town council as being insanitary?—Yes, I believe it has been done two or three times in my own committee, I can only speak of my own Committee; there are six committees.

46589. That is the work of the committee, not of the Board?—We instruct the relieving officer to report to the Relief Committee.

46590. Has the town council taken action do you know?—I do not know if it is the fact, but I believe it has been done.

46591. Do you apply that to your committee in the case of phthisical applicants?—I do not think we report those cases.

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46592. Do you refuse to give relief into a house where there is a phthisical patient?—Not always, sometimes we give relief on condition that they move to a more suitable neighbourhood for the consumptive patient; so netimes we refuse to grant relief unless the patient goes into our infirmary.

46593. Do you find it is a difficult thing to persuade them to do that?—Very difficult sometimes.

46594. On what ground?—They object to leave home; they like the small comforts of home.

46595. Is that generally an objection on the part of the patient or his wife?—The husband as a rule.

46596. In Leicester is phthisis a disease which is reported?—Consumption is reported voluntarily I believe.

46597. Do you happen to know whether it is to a large extent?—I think so. I do not know for a fact, but I believe it is.

46598. What class of persons are those which you refer to in paragraph 13 which are adopted by the board?—There is a new board about to be formed.

46599. You say that only four persons have been adopted at present?—This was before the adoption, this was at an earlier date; there were only four persons adopted at that time, there are 105 now.

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g relief to
eir con-
ituents.

46600. With regard to the relief committees you say each member selects on which relief committee he will sit. Are the members of the committee generally the persons who represent the district with which the relief committee deals?—As a rule.

46601. Do the committees rotate?—No.

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mmittees.

46602. Do you think on the whole that works well?—I think rotating would be a better plan.

46603. You would be in favour of rotating?—Yes.

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ards.

46604. Why do you urge the abolition of women's tramp wards in parargaph 21 (c)?—I think it is because I wish to do away with women on the road altogether.

46605. What would you substitute for them?—Women's lodging houses; I should like the municipality to provide women's lodging houses.

46606. You do not mean you would take them into the body of the house as inmates when they come on the tramp?—I should not object to doing that, I do not think there is any great fear of infection.

46607. You would deal with them in that way; do you have many women in your tramp wards, do you know?—I do not know how many, I have no record of the number.

429—IV.

46608. In Paragraph 22 (a) you say there ought to be a woman relieving officer to receive all such applications, that is applications in maternity cases; you feel strongly about that?—Most strongly.

46609. You have experience of evils resulting from the present system?—The relieving officer is all right but I think the pres.nt method tends to harden the applicant.

46610. You think that would be less if the application were made to a woman?—Yes.

46111. With regard to the competition with local trades as to which the chairman asked you, have you any substitutes to suggest?—I have a list here of what I call sweated trades, I think those might be adopted.

46612. By the workhouse?—Yes.

46613. Firewood-chopping is not a sweated trade, you would say?—No.

46614. What would you have your workhouse inmates do?—Tack-box making, sack-making, I see no objection to boot repairing for the labour test men, paper-bag making, strawberry box-making, mousetrap-making, tin and wood label-making, moneybox-making, bristle-sorting, feather-stripping for quill pens and tooth picks, string baskets, soldiers' straps, peaks for soldiers' caps, toys, and tailoring repairs.

46615. In all those there is a good deal of sweating in your district?—Yes, in some of them.

46616. We must cut out the repairs of boots and clothes, I think it is difficult to do that in a workhouse?—It is done in the workhouse for the inmates.

46617. We could hardly take in repairs from the outside?—I thought perhaps the labour test men might do that for all paupers outside.

46618. With regard to your own workhouse, do you think that you would find much labour that you could employ in those callings, take mat-making for instance. Is mat-making a thing which people would take up readily?—I do not think I mentioned mat-making, did I?

46619. Well, take tack-box-making?—I think that would be easily learned, I should say so.

46620. Do you think you have many people in the House who could be employed in that way?—Yes, I think so.

46621. Men or women?—Both.

46622. Do you think that that would be a profitable form of industry in the House, you would sell the produce, I suppose?—I cannot say whether it would be profitable.

46623. Do you think you would get a market?—I think it would be a pleasant and suitable occupation, and we should not be injuring any outside firms, that is the idea, I suppose.

46624. Supposing your system were adopted, and it answered, and that you stopped a good deal of sweated work in these industries, what do you imagine the people who you turned out of those industries would do?—There is that to be met, of course.

46625. Have you any view about how they would be absorbed?—No, I have not considered that question.

46626. I suppose you have a good deal of female employment in Leicester, have you not?—Yes, I think it is about 60 per cent.

46627. Have you the Brabazon system in your workhouse?—Yes.

46628. How do you get rid of the proceeds of that?—We have a sale once a year.

46629. Do you find that system works well?—It works excellently.

46630. (Chairman.) With regard to that idea of employing in the workhouse these sweated trades, was the idea that you would abolish the sweated trades or raise the wages?—No, my idea is not to interfere with the firms who do not sweat.

46631. Not to interfere with the firms who you thought were giving legitimate employment?—Yes.

46632. You propose to interfere with these others?—Yes, I think they deserve to be interfered with.

46633. The idea is ingenious, but how would you operate it; if you paid them more, you would have to

Miss E.
Carrier.

19 Mar. 1907.

Need of
women
relieving
officers.

pete with
sweated
trades.

Proportion of
female
workers at
Leicester.
The Brabazon
scheme.

Proposal to
make pauper
labour com-
pete with
sweated
industries.

- Miss E. Carryer.*
19 Mar. 1907. sell your things at a loss, or perhaps you would not pay them at all?—No. I should certainly pay them suitable wages as on the labour test system; it is the labour test we employ for the wood-chopping.
- Proposal to make pauper labour compete with sweated industries.
46634. (*Mr. Booth.*) Are they not subsistence wages, they have not to do with the product?—No, it is so much a day.
46635. (*Mr. Loch.*) In these last few years in which you have had such trouble in Leicester, have you had enough help, do you think, in the way of advice from the Local Government Board inspector?—I am afraid I cannot answer that.
46636. Do you ever have a scrutiny of the inner working of your method of enquiry in cases in connection with your Relief Committees?—Frequently.
46637. By any official outside your own body?—No.
46638. With regard to these rules mentioned in Paragraph 19, you passed new resolutions about the relief to able-bodied single men; would not the Orders of the Local Government Board have sufficed?—Single men are not employed, are they, under the Local Government Board regulations?
46639. Single men would come to the labour test like everyone else?—They were not eligible for our labour test till we passed this resolution.
46640. That was the object of it?—Yes.
46641. Did you refer these people, if they were unsatisfactory at the labour test, to the workhouse?—No.
46642. Did you find that these rules answered as they stand?—Yes, very well indeed, but we have very few single men on the test.
46643. It was rather a special arrangement?—The rule was an experiment.
46644. In Paragraph 18 you say, "The committee on which I serve refuse outdoor relief to all persons of known drinking or other unsatisfactory habits, or living under unsatisfactory conditions. Now that we are more experienced we are gradually weeding out men from the labour test who have deteriorated to such a degree that apparently they have become almost content with the low relief they earn on the test." Is that process going on now?—We are weeding them out.
46645. What does weeding out mean? What do you do with them?—We give them warning that in a fortnight they must come off.
46646. And then they go?—Then they go.
46647. Is there any reason to think they could not have gone several weeks before if you had thought of it before?—This is the season of the year when we think they can find work.
46648. Do you look forward to this kind of thing recurring, having this kind of labour test year after year?—Yes, I suppose the men will apply again in the autumn.
46649. Does this refer to a large number of men, does it run into 200 or 300?—The number on the labour list?
46650. Yes; I see according to your appendix it is 254?—Yes, it is about that now.
46651. This is a running continuous number?—Yes, it is about that now.
46652. The statements that have been made this afternoon would seem to show that there is a large number of men pushed out of employment, say, at forty or forty-five. Do you find that these men come to you at that age or thereabout?—Yes, at one time there were eighty men on the labour test under thirty.
46653. That was quite exceptional?—Those two or three winters I should say were all exceptional.
46654. So far as your previous experience goes that would be exceptional?—I have only been on the board three years, but I believe they were all exceptional.
46655. What seems serious, is it not, is that there should be an increase of men of that age from forty upwards, who would be for practically part of the year dependent normally on the rates. Is that what you anticipate now?—I hope they are becoming gradually absorbed.
46656. That is to say they are emigrating?—They find other work in the town.
46657. You have not worked that out at all in detail?—They have been displaced by machinery most of those that have been turned out at that age of thirty, forty, and forty-five.
46658. The evidence we have had just now is that things are almost as bad now as they were; do you think that is so if they are becoming absorbed?—I think they are booming absorbed gradually; they are going off the labour test in my committee room.
46659. So you take it for granted that is what the result is?—Yes.
46660. Do you think that more could be done by any alliance between yourself and persons outside who would take more care of individual cases than the guardians can now do, and so get results similar to those your cross-visitor gets?—We do get assistance more or less from the Charity Organisation Society and the Police Aided Clothing Society. They investigated cases for us, is that what you mean?
46661. I was thinking that if your idea was to have good methods of treating the individual cases, you would want assistance of that kind outside?—Yes.
46662. And if that grew to any large extent that should be a way of preventing a certain amount of pauperism?—Yes, we have a Health Society recently established in Leicester, and we hope it will prevent a certain amount of pauperism, through ill-health in any event.
46663. You refer cases to these various agencies that you are dealing with?—That is so.
46664. The cases in many instances must be such as could be helped more in that kind of way?—I think we send them to the Charity Organisation Society more than any other society for help.
46665. But it is not the usage of the board to think of that side of the question?—I think on our committee we do so frequently.
46666. (*Mrs. Bosanquet.*) I think I remember that some of the people in your workhouse when we visited were engaged in playing cards; is that recognised?—Yes, I believe it is permitted in the workhouse.
46667. Does that lead to gambling?—Not that I am aware of.
46668. You do not think it would be likely to do so with these sporting characters you have coming in?—They have no money to gamble with, have they?
46669. Do you ever visit in the nursery of the workhouse?—Yes.
46670. Have you been there when the babies and the little children were put to sleep after the mid-day meal?—Yes.
46671. Could you describe to us the method in which they are put to sleep?—Do you mean the infants?
46672. I mean the children from one or two, possibly you have not seen that?—I do not think I have seen those put to sleep, I have seen the babies.
46673. (*Dr. Downes.*) What was the result of the discussion at the board with regard to the children from two to five, which was to take place on February the 12th?—That is as to the nursery home; it is postponed, the matter is adjourned.
46674. You have another board coming on perhaps? Yes, the matter has been adjourned for three months.
46675. What is your suggestion for the solution of the problem?—I should like to separate them in homes; my ideal system, I think, would be cottage homes for children from two to five years of age, and for each of the cottage homes to contain not more than ten children, their ages varying from two to fourteen.
46676. They would be too young to go into a school?—Yes, but that is more like home; in every home almost there is a child too young for school.
46677. You have a difficulty with children suffering from ringworm. Is there any instruction given to those children at the present time?—I believe not.
46678. Or to any of the sick children who are able to attend classes?—I believe not.
46679. Have the guardians considered that?—Yes, I did make a suggestion, but it was not agreed to.

provision for 46680. You are aware it has been done by other guar-
ung child- dians?—No, I am not.
and
ing worm
children at
Leicester.

46681. Is there any special treatment available in
Leicester for cases of ringworm?—Not that I am aware of.

46682. Not at any of the general hospitals or infirm-
aries?—No, I am not aware of anywhere specially.

46683. Nowhere where you could send the children?—
No.

jection to 46684. What is your objection to the proposal to
unsferring transfer vagrants to the police?—Because poverty is not
grants to criminality.
the police.

46685. You think the police are confined to dealing
with criminals?—Yes.

46686. Have you ever seen them regulating the traffic
in London?—Of course. I think if casuals were handed
over to the police they would certainly be looked upon as
more or less unsatisfactory characters.

46687. Are you aware they were formerly under the
police?—I hope we shall not go back to that practice.

eeding out 46688. (*Miss Hill.*) I see in the note to Appendix A. (*See*
unsatis- App. No. XXIV. (A.)) of your Statement you have thirty-
factory cases nine people taken from the out-relief and fifty-six from
out-relief the labour test, between March 31st, 1906, and February
d labour 9th, of this year; is that so?—That is correct, that is
rd relief from our relief committee only.
Leicester.

46689. I was going to ask you whether the other
relief committees were following the same system?—
I have not the slightest idea.

46690. This has been I suppose by means of a sort of
call over, you have gone through the cases to see which
could be sent out?—Yes, we instructed the relieving
officer to draw up a list of what he considered unsatis-
factory cases, and then we investigated them.

46691. It has been the unsatisfactory cases you have
taken out, has it?—Yes, drinking and so on.

46692. You thought they might be thrown on their
own resources?—Yes, if we have these unsatisfactory
cases among our other labour test men they have a bad
influence over them.

46693. It has not been the best cases you have been able
to float into more satisfactory circumstances, but those
whom you thought by cutting off the help you would throw
on their own resources, is that it?—The guardians
individually try to find work for the better cases outside.
one guardian I know has found work for 100 cases.

46694. These ninety-five as a rule are not those?—
No.

46695. These are the ones that you think you may
venture to throw on their own resources now that the
spring has come?—Either that, or that they should
be dealt with in the house.

46696. You give them the alternative of the house?—
Certainly.

46697. Have any of them accepted that?—Only about
three, I believe.

46698. In that case the house test has answered, so to
speak?—Yes.

46699. You think it has proved that the people can
get on?—It looks like it. Of course we take a suitable
time of the year, it depends upon the man's trade, it is
no use turning a bricklayer off in the frost, for instance.

46700. (*Mr. Lansbury.*) There is no question about
making a profit out of any of the occupations that you are
proposing, is there?—I hope not.

46701. That does not enter into the Brabazon scheme
at all, does it?—No.

46702. Neither does it come in with the stone-breaking
or oakum-picking?—No. With any profits made by the
Brabazon Society they purchase pianos.

46703. But even so, they pay no cost, do they, for
labour; the work is given?—No, the work is not paid for,
the inmates give the work.

46704. You want to keep the children away from the
workhouse influence I take it?—Yes, I should like them
to be dealt with by some other body altogether, the edu-
cation authority.

46705. Do you think it would be better that they
should be dealt with by the Education Authority, like
other children?—Infinitely better.

*Miss E.
Carrier.*

19 Mar. 1907.

Weeding out
of unsatis-
factory cases
on out-relief
and labour
yard relief
at Leicester.

Question of
obtaining
profit from
pauper
labour.

Proposal to
transfer poor
law children
to education
authority.

Mr. ARTHUR KEMP called; and Examined.

46706. (*Chairman.*) You are a member and ex-Chair-
man of the Board of Guardians at Leicester?—Yes.

46707. And you are also a town councillor?—Yes.

46708. You have prepared a written statement which
we will treat as your evidence-in-chief, if you will kindly
hand it in?—Certainly.

(*The Witness handed in the following Statement.*)

1. For the past three years I have been a member of
the Leicester Town Council. For the past twelve years
a member of the Board of Guardians, in which I have
filled the following offices:—

For two years Chairman of the Board.

For one year Vice-Chairman.

For eight years Chairman of the Assessment
Committee.

For five years Chairman of the Infirmary Com-
mittee.

For three years Chairman of one of the Relief
Committees.

For two years Chairman of the first Labour-test
Committee.

In addition to the above I acted as chairman of the
committee for arranging for the old people's treat at the
time of the Coronation.

I was also for many years a member of the St. Margaret's
Select Vestry, a body who have the administration of
the Parish Piece Charity.

I am also a director of the Leicester Permanent Building
Society, and on the board of management of the Leicester
Savings Bank.

Further than that I may say I have attended many
Poor Law Conferences, both in London and the North
Midland District, and on the occasion of the holding
of the last conference in Leicester, some twelve months
ago, I acted as chairman to the conference.

*Notes as to the Administration of the Poor Law
in Leicester.*

*Mr. A.
Kemp.*

2. Social and industrial conditions would compare 19 Mar. 1907.
favourably with most other towns of similar size. The

trades carried on are numerous and varied. Hosiery,
boots and shoes, cigars, clothing, engineering, machinery
building, manufacturing chemists, printing and book-
binding, wool spinning, together with various branches
of building trades. Town clean and healthy. Rates
now 7s. 6d., not abnormally high when compared with
other manufacturing towns, but have gradually increased
during recent years. This, however, does not affect the
working classes, as all rates on cottage property are paid
by the landlord, and cottage property (owing to over-
building, more especially on the outskirts of the town)
is now letting cheaper than for many years, many hundreds
of cottages being empty at the present time at all rents
from 2s. 6d. per week upwards.

Social and
industrial
conditions in
Leicester.

3. The pressure of increasing rates, low rents and
empties is felt most by the large number of small shop-
keepers who pay rates direct and by the small property
owners, many of whom are the thrifty working-classes
who have invested their savings in buying a few cottages
and are dependent on the rents for their income.

Burden of
the rates on
lower middle
classes.

4. The respective merits of indoor and outdoor relief
is of course a very vexed question. My own opinion
is that so far as this union is concerned outdoor relief
has been obtained far too easily in recent years, and that
many members of relief committees have allowed senti-
ment to override their judgment and given outdoor
relief to applicants on many occasions when in some
instances they would have been better in the House,
and in others and more frequent cases when indoor relief
would have been refused by the applicant and nothing
more heard of the case.

Respective
merits of
out-relief.

- Mr. A. Kemp.*
19 Mar. 1907.
Classes of persons seeking relief.
- Leicester scale of relief to the able-bodied and its effects.
- Causes of pauperism.
- Machinery.
- Migration of industries.
- Trade union minimum wages.
- Lax Poor Law relief.
- Class of persons becoming guardians.
- Particulars as to administration of relief in Leicester, staff of relieving officers and question of its adequacy.
- Proposal to transfer the Poor Law to Sanitary Authority.
- Difficulty of finding suitable guardians.
5. While of course a large number of those applying for relief are sixty, sixty-five and seventy years of age, it is a regrettable fact that in addition to a large number of young widows with families who frequently have to come to the guardians within a few weeks of their widowhood, there are a large number of able-bodied men who are unable to find work, or who do not show any great desire to find regular employment, but who, if they can get four or five days per week on the labour-test appear to be satisfied with this so long as the guardians will allow this to continue. The scale of pay, considering the hours of work and the loss of time through bad weather, of this class is of a liberal nature, varying from 1s. 6d. to 2s. 4d. per day, and in my opinion this kind of relief ought to be regarded by the board as of a temporary nature only.
6. As to the cause of pauperism, in addition to the universal one of intemperance and lack of thrift displayed by many of the working-classes, there is very little doubt that there are local reasons which aggravate the position here. These may be put down to the following causes :—
- (a) The introduction during recent years of labour-saving machinery in both the shoe and hosiery trades, whereby the output of manufactured goods is much increased, and at the same time the number of workpeople required is considerably reduced.
- (b) The removal by many manufacturers of either the whole or part of their machinery into the country districts, where expenses such as rent, rates, etc., are lower, where cheaper labour is to be obtained, and where manufacturers are not so hampered by the trades union officials.
- (c) The fixing of a minimum wage in the shoe trade, which has compelled manufacturers to dispense with the services of many men, who might otherwise be employed, but who are not worth the minimum wage. This can be seen by the large proportion of those from time to time on the labour-test who are shoe operatives, many of whom would be dear to any manufacturer at anything like 28s. per week.
- (d) The ease with which Poor Law relief has lately been obtained, and the oft-repeated counsel of some of the leaders of the Labour parties to the unemployed to go to the guardians.
7. As to the class of persons seeking election as guardians, without wishing to draw class distinctions, and while admitting the sincerity and usefulness of some of those who were elected to the board nearly three years ago, as representatives of the Labour party, I think it is generally admitted that the present board is one of the weakest that Leicester has known for many years. Several members have had relatives actually in receipt of relief whilst they are on the board, while others have openly expressed the opinion that the amount of rates is not of the slightest consequence.
8. Relief is administered by the board being divided into six committees, who sit simultaneously every Tuesday morning, the majority of the members sitting in the committees which deal with the district they represent. The staff consists of six relieving officers and recently three assistants have been appointed, whose time is mainly occupied with clerical work. Many members of the board are of the opinion that we are still understaffed and that it is a physical impossibility for some of the relieving officers to make such thorough investigations into the cases as is desirable. In my opinion a superintendent relieving officer or cross visitor would be of the utmost service.
9. The reform above all others I would suggest is that the Poor Law work should be taken over by the borough council with power to co-opt on similar lines to the education authority. With a strong committee, and the help of others who take a special interest in this work, I cannot but think the work would be better done, and that the interests of the poor would not suffer in the smallest degree. The difficulty of finding a sufficient number of suitable candidates for the town council and board of guardians is so great that many who are not suitable have perforce to be accepted. This difficulty has been more than ever borne in upon me during the past few weeks in endeavouring to find candidates for the next guardians' election which takes place in April. Failing this alteration
- in the law, I think it is a great mistake for the whole of the board to go out of office at the same time, as is the practice here. The re-election of one-third of the board every year would be far better, and any change in policy or administration would be more gradual.
46709. (*Chairman.*) You have been twelve years a member of the Board of Guardians of Leicester?—I have.
46710. You have held various positions during that time and you were for five years Chairman of the Infirmary Committee?—That is so, that is from the commencement of the scheme, or rather from the commencement of the building of the infirmary.
46711. You have a new infirmary building; how long has it been opened?—A year-and-a-half.
46712. Have you a good committee?—Yes.
46713. Is the infirmary full?—The men's side is practically full.
46714. Have you ever heard any complaints that the inmates are not properly treated in the infirmary?—Only one or two trifling complaints which would not stand investigation at all.
46715. Have complaints increased at all of recent years or are those one or two you have mentioned the only things that have come to your knowledge?—That is all that have come to my knowledge.
46716. The matron has a very high reputation, has she not?—She has.
46717. With regard to your nurses, would you say they were a good staff?—I should say we were efficiently staffed.
46718. You have a permanent medical officer?—We have two assistant resident medical, and a consulting visiting officer.
46719. For operations?—Yes, and for keeping general watch over the medical treatment of the patients; he comes up most days.
46720. Have you seen any indication of reluctance on the part of the poor to make use of the infirmary?—Not at all; there is no doubt a great many have come to us since the infirmary has been opened, who would not have come to the guardians before.
46721. That is on account of the increased buildings and better appliances?—Yes, and the better treatment we are able to give them than we were in the infirmary when it was a portion of the workhouse.
46722. Leicester has passed through a considerable industrial crisis during the last three years?—That is so.
46723. That has considerably affected the administration of the Poor Law guardians?—Yes, that has affected it.
46724. Your relief generally has gone up a great deal?—A very great deal.
46725. And also there has been a Distress Committee established?—There has.
46726. Are the causes passing away, do you think, that caused this crisis?—To a large extent I should decrease of say they are; the displacement of labour that has taken place is very much greater, so far as one is able to judge, than any displacement that can take place in the future.
46727. Are you conversant with the boot trade at all?—Not to a very great extent.
46728. Is the amount of labour now employed less than it was a few years ago owing to the introduction of new machines?—I believe it is in some branches of the trade.
46729. I assume that there is a difficulty amongst a good many of those who were displaced in getting employment on account of their age, and on account of their being specialists?—Yes, partly so.
46730. Were there any other causes contributing, do you think, to this distress in Leicester?—Do you mean other than bad trade generally, or other than the boot trade.
46731. Other than the boot trade?—Trade has not been good generally. The building trade has been very bad the last few years; Leicester has been considerably overbuilt, and trade being bad the building trade has suffered very acutely indeed.
- Advantage of system of retirement for Guardians thirds.
- Leicester Poor Law Infirmary and question of treatment of patients therein.
- Question of deterrence of patients of Leicester Poor Law Infirmary.
- Increase of relief at Leicester and causes thereof.
- Prospect of industrial crisis at Leicester.
- Unemployed boot operatives and question of their chances of re-employment.
- Causes of distress in Leicester.

46732. You are a various trade town?—Yes, we are very fortunate in that respect.

46733. Hosiery, I suppose, is the next great staple industry?—Yes, that is the next staple trade.

Labour Party
guardians
d their
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or Law ad-
nistration.

46734. There has been a good deal of attention drawn locally to the administration of the Poor Law in Leicester, and at the last election there was a special effort made, was there not, by one political party, to increase their numbers on the board?—Three years ago, yes, that was the Labour Party.

46735. They have since then been in a strong position on the board?—Yes, very much so.

46736. What is the result of their being in this position, have the rates gone up and out-relief gone up?—My own opinion is that the result of it has been that there has been a very great increase in the relief in consequence of that; people have been encouraged to come to the guardians by members of the board.

leged
proper
ief at
icester.

46737. You, I think, imply in your statement that you think relief in various cases has been given unnecessarily, and without proper investigation?—I feel quite certain of it. We have evidence of it recently in surcharges which have been made on our relieving officers.

terioration
status of
ardians.

46738. You are not very well satisfied with the *personnel* of the Board of Guardians of recent times in Leicester?—The *personnel* is not so good as it was some years ago.

ardians
h pauper
atives.

46739. You say that, on the present Board, there are several members who have relatives in receipt of relief?—That is so. I believe there are at least half a dozen members of the present Board whose relations either are at the present time, or have been, in receipt of relief in one form or another during the life of the present Board.

jections
guardians
ministering
ef to their
stituents.

46740. There is a practice which prevails in Leicester by which the Relief Committee seems to be largely composed of representatives of the locality in which relief is given?—That is so.

vantages
ota-relief
mittees.

46741. Do you agree with that?—I strongly object to it, I have strongly urged on more than one occasion the advisability of the rotation of the committees.

46742. I suppose some may say that this last election brought in not only fresh members but altogether fresh ideas as to what should regulate the administration of the Poor Law?—Yes.

estion of
dequacy
out-relief
Leicester.

46743. One of the complaints before made was that the outdoor relief was not adequate, is that not so?—That was the complaint that was made.

46744. What have you to say on that?—I should say that cases could have been found where the relief was not adequate, but as a general statement I should say it was not correct.

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icism of
Leicester
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ardians.

46745. Have the proceedings of the Board attracted much attention, are they canvassed much in Leicester?—By a certain section, or I might say they are generally.

46746. Are periodical public meetings called reviewing the proceedings of the board of guardians?—No, they are not.

46747. The tendency of the modern idea is opposed to the increase of the officers, preferring that whatever money is spent should go to relief?—Yes.

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Leicester.

46748. What has been the result—are your cases properly investigated?—No, I think there is a great deal to be desired, more thorough investigation. I think it is a physical impossibility for our relieving officers to do anything like the work they are called upon to do.

46749. Where that is the case I assume that the investigation by the committee is necessarily inadequate?—Yes.

46750. Does that cause much complaint that relief is given without proper investigation?—There is a certain amount of complaint about that.

Difficulty of
aining
stable
ardians
causes
t roof.

46751. In Leicester have you much difficulty in getting the class of person whom you think is desirable to stand as a candidate for the board of guardians?—Yes, a very great difficulty indeed. I have been trying in the last two or three months to obtain candidates, knowing there would be many vacancies to fill up. I myself have asked at least thirty people to become candidates.

46752. Have you been successful?—Only in a very few cases.

Mr. A.
Kemp.

19 Mar. 1907.
Difficulty of
obtaining
suitable
guardians
and causes
thereof.

46753. What is the objection, is the discharge of the duties now very much criticised?—There are many objections, one is that the *personnel* of the Board has very much deteriorated, and there is a certain class of people who do not care to be mixed up with the representatives who are there; and then there is the length of time which is taken up, many of the meetings are unduly and unnecessarily prolonged.

Proposed
transfer of
Poor Law
to the
town
council.

46754. I notice that there seems to be almost a consensus of opinion amongst the guardians who have written papers for us that the duties should be transferred to the town council?—Yes.

46755. You hold that view?—I do very strongly indeed.

46756. Do you hold that view because you think that the town council can better administer the Poor Law than a board of guardians, or do you hold it because the present position of the guardians is an unpleasant one, and you do not think a more satisfactory state of things can prevail unless the town council undertakes the duty?—I do not think that you would get so satisfactory a state of things as you would if the town council were to take it over. There is a difficulty in a town like Leicester in getting a sufficient number of suitable men to come forward to fill the whole of the offices both on the council and on the guardians; you want above 100 representatives.

46757. What is your board?—Our board is forty-eight and the town council is sixty-four.

46758. You have had a long experience as a Poor Law guardian, the work is quite a different class of work to anything that the town council do?—Yes, of course it would be a separate committee of the town council. I take it it is no more different from the work of the town council than the work of the Education Committee is from the work the town council did before the education work was handed over to them.

46759. Is not the work of the guardians more judicial, and does it not require careful investigation into the cases, which requires training and experience?—I do not see why you would not get that just as well with a committee of the council as you do with the guardians, in fact I think you would get it better, because I would certainly co-opt on to any committee that is formed from the town council, and co-opt suitable people.

Character of
Leicester
Distress
Committee.

46760. Do you consider the Distress Committee was satisfactorily worked?—I believe so. I was not a member of the Distress Committee, but I believe it was satisfactorily worked as far as could be. Of course the class of men they have to deal with makes it very difficult to expect satisfactory results.

Effect of
trades
unions'
minimum
wage on un-
employment.

46761. Is there anything peculiar in the industries of Leicester with regard to the employees, is juvenile labour superceding adult labour?—I should not think it is more than in other towns. In my opinion one great reason for the men being short of employment at forty or forty-five is the trade unions insisting upon a minimum wage; in the shoe trade as soon as a youth begins to get to be twenty or twenty-one he has to have the full wages.

46762. As soon as he gets to be twenty-one?—I am not sure that it is not twenty, it is twenty or twenty-one.

46763. That might prevent young people coming on, their inability to earn the full wage; but the allegation, whether it is true or not, is that it is rather the other end?—It is the crowding in at the bottom that crowds the older men out at the top, the young men who come in at the bottom are more handy and able to get through the work better, and they crowd the men out at the top.

46764. That is because the young men cannot be employed except at this rate?—Yes, a manufacturer, when he knows he has to pay a minimum wage, for his own existence is obliged to get the most skilful people he can for that money.

46765. Do you think this is at all an operative cause in depriving a man at a certain time of life of employment?—The minimum wage question?

46766. Yes?—Yes, I do.

Mr. A.
Kemp.

19 Mar. 1907.

Effect of
Workmen's
Compensa-
tion Act
on unem-
ployment.
Industrial
prospects at
Leicester.
Extent of
distress at
Leicester.

The inevit-
ability of dis-
placement of
labour by
machinery.

Question of
adequacy of
the poor law
for dealing
with the un-
employed.

The inevit-
ability of dis-
placement of
labour by
machinery.

Charities in
Leicester.

Co-opted
members on
Leicester]
Education
Committee.

46767. Has the Workmen's Compensation Act, in your judgment, reduced the age at which men in the old days could get work?—I do not think so. I have not heard that it has.

46768. As regards the future, do you think that Leicester has got through the worst, or do you think that these difficulties which you have had to encounter in the last few years are likely to crop up again?—I am afraid the outlook is not very much brighter at present. I should not like you to think we are quite so black as we are painted throughout the country.

46769. It has been depicted to us that there has been exceptional distress or lack of employment in proportion to the population in Leicester?—There has been exceptional distress, but not to the extent that some people have made out. We have been advertised as much as possible by the unemployed march to London and things of that sort, they have made us look much worse than we really are. The unemployed are so thoroughly well organised with us that they are always in the front.

46770. The number of people in receipt of relief is diminishing?—Just recently.

46771. Do you think you have got to the end of the immediate displacements of labour by new machinery in the boot factories?—I should think we have practically done.

46772. Are you a manufacturer?—Yes, I am in the hosiery trade.

46773. You have had these twelve years' experience as a Poor Law guardian, is it not rather an industrial difficulty that there must from time to time be changes in the machinery?—That is so, there must be, it is inevitable.

46774. Otherwise you cannot hold your own?—Yes, a shoe manufacturer, or so far as it goes, a hosiery manufacturer, now-a-days cannot hold his own unless he has up-to-date machinery.

46775. Take this change in the boot factories, I assume that although it has displaced a certain amount of labour, it has put the boot industry for the time being on a satisfactory footing so far as competition is concerned?—I believe so.

46776. If this periodical displacement of labour takes place, and it seems to me unfortunately almost certain it must, do you think the machinery of the Poor Law is adequate to deal with it?—Under the existing Poor Laws?

46777. Yes?—I think it could be considerably improved.

46778. For dealing with this particular class?—I take it that this will come in amongst other reforms that this Commission will report on. This will be one phase that you will not lose sight of.

46779. In your experience as a manufacturer has the same sort of thing occurred?—No, not within my experience. We had a similar experience in the hosiery trade, although not quite to such a marked extent, as they have had in the shoe trade.

46780. As competition increases it seems almost inevitable these displacements, though they may be small, will be more frequent?—Yes.

46781.—Have you any idea how the Poor Law could be supplemented to deal with this sort of case?—I am afraid it is beyond me.

46782. Have you any charity organisation working in accord with your Board?—We work with the Charity Organisation Society to a certain extent.

46783. Are there many charities, either endowed or voluntary, in Leicester?—Yes, we have a few charities there, there is the Wyggeston Hospital and the Trinity Hospital Charity, St. Margaret's Parish Church Charity besides several smaller ones.

46784. (Mr. Booth.) Does the Leicester Town Council in its control of education co-opt members?—Yes.

46785. And get people who are specially interested in the subject?—Yes.

46786. What proportion of co-opted members are there?—There are twenty-one members on the Education Committee and nine co-opted members.

46787. Making thirty in all?—Yes, on the Education Committee.

46788. When candidates put forward for election to the town council do they aim in any particular direction, do they stand specially with regard to education or with regard to any special subject?—No, not specially.

46789. They are not voted upon as representing that particular thing?—No.

46790. How are the committees finally selected, by agreement amongst themselves?—Yes, each member at the annual meeting of the council puts his name down for the committees which he would like to serve on, a limited number of committees, I think it is four committees, and if there are no more nominations than there are places on the committee he is elected as a matter of course, but if there are more nominations an arrangement is made, or if not, it has to be voted upon as to who is to retire.

46791. With regard to the Education Committee, did it involve an increase in the number of councillors?—No.

46792. If you were to add on the Poor Law work would it involve an increase?—No, I do not think so, I think with advantage some of the committees of the town council could be reduced in number.

46793. The number on each committee?—Yes.

46794. Have you been a town councillor?—Yes, I am on the town council now.

46795. How does the work which you have to do on that compare with the work which you have to do as a guardian?—That depends entirely on the committees one selects. I have selected the lighter committees on the town council, knowing I was a member of the Poor Law guardians as well; I have had to give a great deal of time during the last two or three years to the infirmary of the guardians, and that has taken my time.

46796. What proportion of your time do these public duties take up?—I could not tell you.

46797. A very large proportion?—Some weeks it has taken a large proportion and a great deal of evening time.

46798. So that you are actually doing both kinds of work now?—I am giving up the guardians now; I am retiring from the guardians next month. I may say I only remained on the guardians this present term of three years, after I was elected to the council, because the infirmary was just in the middle of building, and I was asked to stay on and see that through, so that that has been my work principally on the guardians during the last three years.

46799. (Mr. Nunn.) Do you think that the town council would attract a better class of men than the guardians would?—Yes, I think it would.

46800. Did you try to get any member of the Charity Organisation Society on your board when you were going round looking for candidates?—I do not think so.

46801. You did not ask any of them to stand?—No.

46802. Are there any members of that society on your board?—I am not sure, the committee of the Charity Organisation Society is only a small committee, only about a dozen; I do not think they are on, but I am not sure.

46803. Your idea of carrying over the functions of the board of guardians to the town council does not involve any diminution of the influence of the Local Government Board upon the administration of Poor Law relief?—Certainly not.

46804. You would have a statutory committee who would be as much under the influence of the Local Government Board as the board of guardians now is?—Yes I would.

46805. You spoke of a minimum wage among the boot-makers. May I ask how that is arrived at?—That was settled at a conference of the employers and employes, I think it is 28s. or 30s., I am not sure, it is not the same in every branch of the trade, but it was arrived at by a Joint Committee.

46806. Was that composed of representatives of organised unions of masters and men?—Yes.

46807. Not a special conference?—No; I think I might say pretty well all the shoe operatives are members of trades unions in Leicester.

46808. And the masters?—There is a Masters' Federation as well.

System of
selection
with regard
to education
or with
regard to
any special
subject?—No,
not specially.

that Council.

Question
need of
increase in
numbers
town could
upon transfer
to it of the
poor law.

Comparis-
on of work
of Borough
Council and
Guardians.

Comparis-
on of status
of Town
Councillors
and Guardian.

Question
represent-
ation of the
Charity
Organisa-
tion Society
on the Guardian

Proposed
transfer of
the poor law
to the
town council.

Trades union
minimum
wages in
Leicester
boot trade.

46809. Do they meet periodically?—Yes.

46810. And the minimum wage is fixed at their conference?—No; that minimum wage is fixed, they meet periodically for anything that may turn up in the way of disputes and that sort of thing.

46811. How long has that minimum wage been the minimum wage; you say it was some years ago that it was fixed?—I am afraid I cannot tell you how long.

46812. It has persisted through whatever fluctuations of trade have occurred since then?—Yes.

46813. (*Miss Hill.*) You consider the duties pretty onerous both on the town council and the guardians they make great claims on people's time?—Yes, they do, if a member is to do his duty.

46814. If the duties of the guardians were performed by the town council there would be further claims upon their time, except for the members that they co-opted, I gather?—Not necessarily so, because as I have said the members on the committees of the council could be reduced and that would leave some free to attend to the work of the Poor Law.

46815. And you think that the duties of the guardians do not demand a considerable number of people to do all the personal work which grows out of them; you do not think that the guardians having to do with people, and not with drains and roads, require a different kind of people to see to their work?—I do not see why they should; it is not the number of people, it is whether you get the right people.

46816. Have the guardians themselves used their powers of co-option?—No.

46817. I suppose the difficulty of getting the guardians is not wholly that people will not stand, but that they will not be elected; is that not so? *Miss Carryer* told me just now she did not expect to get on at all.—A good many people would be pleased if they were as sure to get on as *Miss Carryer*. Of course, with 108 candidates in the field, and only forty-eight to be elected, a great many will not get in.

46818. It is not the difficulty of finding the number to stand, but the right people?—That is so.

46819. You do not see any reason for separating the very different class of work which has been done by the guardians from that which has been done by the town Council?—I do not.

46820. (*Chairman.*) The elections are generally fought on political grounds?—Yes, they are.

46821. And in municipal elections also, I suppose?—It is inevitable, it is the only organisation you have; one is obliged to fight them on political lines.

46822. (*Dr. Downes.*) You say you have only received a few complaints with regard to your infirmary, and those do not bear investigation?—That is so.

46823. From what source did those complaints come?—I have had one or two from patients themselves given to me when I have been round, and other complaints have been brought to the committee by members of the committee, but not investigated by them before they brought them to the committee.

46824. What is the machinery of your board for investigating any complaints?—If it were a complaint of the the infirmary the infirmary committee would deal with it, if it was anything of a serious nature they would appoint a sub-committee to enquire into it.

46825. The infirmary is under a matron, I think?—That is so.

46826. You find that a satisfactory arrangement?—Yes.

46827. You have in addition to the resident medical officers, you have told us, a visiting medical officer?—Yes.

46828. Is the infirmary open to the visitation of the guardians at any time?—Yes, and full use is made of that, I can assure you.

46829. Are friends of the inmates allowed to visit?—Every Saturday afternoon.

46830. Ministers of religion?—Yes, Established Church, Non-conformist, and Catholic.

46831. If there were any repeated acts of brutality to the sick is it likely that the public would not become aware of that?—Of course they would, the next day probably.

46832. Would the Leicester public be likely to stand such treatment of their sick?—Certainly not, neither would the Committee for a moment, nor the matron.

46833. The guardians are elected by a democratic election?—Yes.

46834. The electors could make their feelings known at the elections?—Yes.

46835. Could you suggest any more effectual check on official harshness?—I do not admit there is any harshness.

46836. I know you do not, but could you suggest any further check than the machinery you have?—No, I could not.

46837. Is it not the fact that so far from there being any reluctance to come in, you have actually applications to come in as paying patients?—We have had some.

46838. In the event of any transference of your duties to the town council I gather that you would favour their being carried out by a statutory committee?—Certainly.

46839. Should you be in favour of the representation of charitable or other interests on a committee of that sort?—Yes, I think so; they would be some of the members that I should co-opt certainly.

46840. To represent the various interests?—Yes.

46841. With reference to the necessity for manufacturers bringing their machinery up to date that of course is due to competition?—Yes.

46842. Is that competition a home competition chiefly, or a foreign competition?—It is chiefly a home competition in the shoe and hosiery trades.

46843. (*Mr. Gardiner.*) I have heard it stated that at frequent intervals meetings are held in the market place at Leicester at which the proceedings of the Board of Guardians at its preceding meeting have been discussed publicly?—That is so, by the Labour Party.

46844. Therefore that might result in the action of a particular guardian, say in refusing out-relief, being held up to criticism?—It very likely would be, his name would be given without any hesitation to the public.

46845. Therefore in a time of stress and pressure such as that through which you have passed, there might be very real danger of that particular guardian suffering from his windows being broken and so on?—I should not like to say it would go so far as that, but he would be a marked man.

46846. (*Chairman.*) Names are given?—Yes.

46847. According to how they vote?—Yes, it is done over and over again.

46848. Have guardians been subjected to personal inconvenience and molestation in consequence?—I do not know that they have; some of us are not looked upon with any very great satisfaction by the Labour Party, some of us who are independent in our action.

46849. (*Mr. Gardiner.*) And that perhaps leads to some extent to the difficulty of your getting candidates, does it?—I have no doubt it does.

46850. A married man, say with a family, naturally objects to a visit from a deputation from a market place meeting?—Do not misunderstand me, there have been no deputations from market place meetings to any individual guardian. I do not think anything like that would be likely to happen.

46851. Why do you find it so difficult to get guardians to stand of the stamp you would like to see?—I think, as I said to the Chairman, so many people say they will not be mixed up with it, the thing has got down to such a low pitch that people will not be mixed up in it: my own friends have told me over and over again, not one but dozens of them, that they cannot think how I stand it, having regard to the amount of abuse that I have from time to time.

46852. I have also been told that part of the difficulty in Leicester in these changing industries has been due to unauthorised strikes, that is strikes not authorised by the union, is that so?—There are a certain number of small unauthorised strikes from time to time in the shoe

Mr. A. Kemp.

19 Mar. 1907.

Alleged harsh treatment of patients in Leicester infirmary.

Attractive-ness of Leicester poor law infirmary. Proposed transfer of poor law to town council with co-optation of members.

The inevitability of displacement of labour by machinery.

Local criticism Leicester Board of Guardians and its results.

Difficulty of obtaining suitable guardians and causes.

Unauthorised strikes at Leicester and their effect.

- Mr. A. Kemp.*
19 Mar. 1907.
- Question of helpfulness of Local Government Board inspectors at Leicester.
- Local criticism of Leicester Board of Guardians and Poor Law officers.
- Proposed transfer of Poor Law to town council.
- Question of suitability of that can be trusted to a democratically elected body ?—an elected Poor Law authority ; advantages of stipendiary guardians, etc.
- "Compound-
ing" at
Leicester,
and question
of its
abolition.
- The representa-
tion of joint stock
companies on
Board of
Guardians.
- trade. I do not think that has accentuated the position at all ; they are only small things at the finish ; but there is a tendency on the part of some of those who are Trade Unionists, if a thing does not please them, to throw their tools down and come out of the factory and declare a strike, although that is against the rules of the Federation entirely.
46853. In this very difficult time through which you as a guardian have been passing, have you received the help that you would have liked from the inspectors of the Local Government Board ?—Yes, I think so.
46854. They have given you all the help you could reasonably expect, both as regards difficulties as they arise and also, if I may put it in this way, in training inexperienced guardians ?—I cannot say that they have had anything to do with training inexperienced guardians, because they are not there sufficiently to do that ; they have always been glad to give us their advice whenever we have asked for it.
46855. Do you think your work would have been lessened had they been able to give you more time ?—I do not think so.
46856. I am assuming that a great many members who have been put on by the Labour Party desire to do what is best for the poor and not merely to carry out a particular political programme ?—You are making a very large assumption there.
46857. At any rate I have heard that elsewhere ; what I meant was rather supposing the Local Government Board inspector had been able to give you more time, you might have got better work out of your new guardians ?—I do not think so.
46858. You think they came simply to carry out a particular policy with a political intent ?—Yes.
46859. (*Chairman.*) At these meetings that are held, the names of guardians are mentioned, are the names of officers, say the relieving officers, mentioned ?—I am afraid I could not tell you that, I have never heard it myself, so I should not like to say. I should be surprised if it is not so.
46860. Have the relieving officers at all had to ask for the protection of the board of guardians, or have they complained at all that their duties are carried on now at personal inconvenience to themselves ?—I have never heard that.
46861. As far as you know the names of officials of the institutions have not been mentioned ?—As far as I know.
46862. (*Mr. Phelps.*) I gather from you that the administration of relief is a very delicate and difficult work in Leicester ?—Very difficult indeed.
46863. You would rather see it transferred to the Town Council ?—Yes.
46864. Do you think in your experience that it is a duty that can be trusted to a democratically elected body ?—I think it would be better if it were not.
46865. You would be glad to see somebody in the way of a stipendiary administrator ?—Of course so much depends on whether you get the right man, everything depends on that, but I do not think people who are not direct ratepayers themselves are the people to have the giving away of other people's money.
46866. Are the majority of the small ratepayers in Leicester ratepayers, or do their landlords compound ?—No, the landlords pay the rates, they pay them with the rents.
46867. Do you think it would be a good thing if composition were abolished ?—I do, but it is impracticable. I have been on a sub-committee of our Finance Committee of the Town Council and we have been going into that matter. I had reluctantly to give way and admit it was impracticable.
46868. You think it would be better if it could be managed in any way ?—Yes.
46869. I suppose a good many manufacturing concerns are now joint stock companies ?—Not many with us.
46870. At any rate we have a large number of joint stock industrial concerns in various towns ?—Yes.
46871. Have you ever gone into the question of whether they could be represented in any way on boards of guardians ?—I have not.
46872. Or on any rate spending body ?—I have not gone into the question at all.
46873. Do you think it would be a good thing if some thing of that sort could be done ?—It is rather a difficult question to answer off-hand.
46874. Take for instance the railways, they must be large ratepayers in Leicester ?—Yes, they are very large ratepayers.
46875. And have no representation on any board ?—Not as a railway company.
46876. There may be casual shareholders who live in Leicester and that would be all ?—Yes.
46877. You would not like to express an opinion whether that would be desirable ?—No ; of course it would lead on at once, if a railway company is entitled to be represented, well the shoe trade is entitled, and then we may get on to some other trade, and you have never finished.
46878. You knew the old system of election before 1895 ?—Yes.
46879. Do you think that was a better system ?—No, certainly not.
46880. You do not think the results of that were any better ?—No, when owner's papers were delivered altogether and it was a question of who could get hold of them first and fill them up.
46881. On that ground at any rate you think the change was a good one ?—Yes.
46882. Do you look forward hopefully with regard to present class of guardians ; do you think you see an improvement ?—No, unfortunately not ; the more important Parties, the Liberal Party and the Conservative Party have had to get candidates at any price at the finish ; we have had to bring forward men whose expenses have had to be paid because we could not get the class of men we wanted to get.
46883. What creates public opinion in Poor Law matters in a town like Leicester, is it the Press or the public speakers or what ?—I do not know I am sure ; all those things would contribute to it very largely.
46884. Does the Press take an active part in Poor Law matters ?—Yes.
46885. Particular papers ?—We have only one daily paper.
46886. Does that take a strong line ?—Not very.
46887. Between out-door and in-door relief, for instance ?—Yes, but like many other papers they sit on the fence and offend no one, so you get it very weak, at the finish.
46888. With regard to efficiency of administration, do they generally urge that institutions should be up-to-date, and so forth ?—Yes.
46889. Public opinion is healthy from that point of view ?—Yes, but with a certain class there is always an outcry against all official expense, people who do not know that it is inevitable.
46890. Do you find that the salaries of officers is a question upon which people express themselves ?—Yes.
46891. Is there a tendency to cut down salaries of officers ?—Yes, of the more highly paid officials.
46892. Do you find that acts prejudicially in your choice ?—I should say, yes.
46893. Do you find that the confidence of the board is given freely to the officers and they are supported by the board ?—They are not supported by the board.
46894. Not ?—Not at all. I have a list here of case after case which has been reported by the relieving officer as unfit for out-door relief, where the committees have granted out-door relief in opposition to the wishes of the officers.
46895. Are the officers feeling that a great deal ?—They are feeling it a great deal.
46896. Will you put that list in ?—Certainly. (*See Appendix No. XXV. (A.)*)
- The representation joint stock companies Board of Guardians.
- The representation joint stock companies Board of Guardians.
- Effect of Local Government Act (1894) poor law administration.
- Political influence poor law elections.
- Press criticism Leicester Board of Guardians.
- Public opinion as to salaries of poor law officers.
- Attitude of Leicester guardians their relieving officer.

interference
with poor
law officers
by individual
guardians.

46897. (*Chairman.*) Is there any interference by individual guardians with officers in the discharge of their duties?—Yes.

46898. Both in the institutions and otherwise?—Yes. There is a great deal of dissatisfaction in the institutions about the manner in which some members of the board go about among the inmates, and make all sorts of enquiries as to officials behind the backs of the officials. Of course that leads to unpleasantness, and in many cases the unsupported testimony of an inmate is taken altogether against the word of an official by some of the members of the board.

46899. (*Mr. Phelps.*) Under the existing law, a guardian has access to the workhouse at any time practically?—Yes.

46900. That is an alteration that was made not many years ago, I think?—Yes.

Attitude of
guardians
towards con-
trol of poor
law officers
by Local
Government
Board.

46901. Does the board object to the Local Government Board control of their officers?—Not the more thoughtful section of the board.

46902. You have not had complaints made about that?—No.

46903. (*Chairman.*) You were Chairman of the Distress Committee, were you not?—No, I was Chairman of the Old-Age Treat Committee at the time of the Coronation, the Mayor's Committee of the town, that is all.

46904. I think it was reported to us that the Distress Committee established a certain test which it could impose on those applying for relief, and that as the distress got greater they made the test lighter. Do you recollect if that was so?—Do you mean the Distress Committee of the Corporation?

Unsatisfac-
tory results
of work
found for the
unemployed
at Leicester.

46905. Yes?—I never heard of that. I might say with reference to finding work for the unemployed, both those who have come to the guardians and the Distress Committee, that I have had something to do with that, and the result has been very unsatisfactory indeed. I have found men work, and although they have declared they would do anything they could to keep it, the results have been most unsatisfactory. I got a lot of the men away to the Derwent works, our new water works there,

and out of the dozen or so I sent at my own expense, only three or four of them kept the work. We sent men also on to other work which I was instrumental in getting for them under the corporation, and the results were very unsatisfactory. I could give you the figures as to the numbers who were sent and the numbers who were kept on the job.

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Unsatis-
factory
results of
work found
for the
unemployed
at Leicester.

46906. If you will kindly do that it will be useful?—I will hand them in. (*See Appendix XXV. (B.)*)

46907. (*Mr. Gardiner.*) Does that give the trades the men pursued before they came to the Distress Committee?—I am afraid not. When I had an opportunity of sending some of these men to the Derwent, I went up to our infirmary where we had some of the unemployed at work on the land, and told the foreman there who was superintending them that I wanted a dozen suitable men picked out and I would send some of them to the Derwent, and he got some ten or a dozen men there, and I went to them and told them what I wanted, and three or four of them at once backed out and said they did not care about the work.

46908. (*Chairman.*) These were labourers?—Yes. I sent three, paid their fares down, and they never went to the work at all; they simply went to the nearest public-house when they got to Grindleford, one man sold his boots, they stopped there till they had spent the money and then walked back.

46909. (*Mr. Booth.*) Without boots?—He had an old pair he managed to pick up, in which he came home, but he had a good pair when he went. These are things that are so discouraging when you are trying to deal with the unemployed.

46910. (*Mr. Gardiner.*) With regard to the agricultural experiment, have you any figures?—Yes.

46911. May we have them as well?—Would you like the result, the loss?

46912. The total number employed and the result?—I can give you the figures of both the guardians' and the corporation work as well.

46913. And any result you have had from that?—Yes, and the number of thousands of pound we have lost. (*See Appendix No. XXV. (C) and (D.)*)

Mr. FRANCIS WILLIAM ISLIP, called ; and Examined.

46914. (*Chairman.*) You are a member of the Leicester board of guardians?—I am.

46915. You have prepared a statement which we will treat as your evidence in chief if you will hand it in?—Certainly.

(*The Witness handed in the following Statement.*)

I. I have been a Guardian for fifteen years, and I have been Chairman of the House or Visiting Committee, Chairman of Finance Committee, Chairman of Assessment Committee, of various Relief Committees, and Chairman of the Board.

Industrial
conditions in
Leicester and
causes of
increased use
of machinery

2. The two chief industries of Leicester are the hosiery trade in all its branches, and the shoe trade. The hosiery trade employs young women mostly in the factories, and some men in the warehouse work with women. The boot and shoe trade employs both men and women in the manufacture, men for working the heavy and expensive machines for lasting, riveting, etc., and women for eye-letting, flowering, etc. The use of machinery has increased tremendously in this trade during the last few years, principally from two causes:—

I. The severe competition from abroad; and

II. From the demands of the trade unions, which are very strong in Leicester, for a minimum wage.

Effect of
trades union
minimum
wage on
unemploy-
ment, etc.

No. II., again, has had the effect of throwing out of work many scores of men who were too old or slow to earn the minimum wage demanded, of 28s. per week, and who have thus been compelled to apply to the guardians for relief and work.

These are the chief causes why we have had such large numbers applying for work on the labour-test, and why our numbers have increased in a much larger proportion than other towns of similar size.

3. We have made several experiments in administration during the past three years.

Mr. F. W.
Islip.

19 Mar. 1907.

(a) We have opened a wood yard away from the workhouse, where we have sent from sixty to 120 men, being the lame and others physically unfit to work on the land, to saw, chop and bundle fire-wood, at which work we have incurred a great loss, year by year, and have practically shut up all the private firewood dealers in the borough.

(b) We have also 48 acres of heavy land a mile out of the town, where we have employed the able-bodied men in digging, planting, manuring, and attending to vegetables, tomatoes, etc. Here we have also incurred a very considerable loss.

(c) We have opened a receiving home for children before they are sent either to the Countesthorpe Cottage Homes (where there is room for about 240 children), and two scattered homes in the town, one for boys, and the other for girls, which, I believe, are considered successful so far.

4. Both indoor and outdoor relief are necessary in the present state of things—indoor relief for the aged, infirm, and feeble-minded, especially for disabled and-out-able old people who have no friends, or whose friends decline to give them lodgings; out-door relief in cases where sons or daughters will have the old people, but who are too poor or have large families, and cannot support them altogether.

Classes
very suitable
for disagree-
in-and-out
relief respec-
tively.

5. Great care ought to be taken, and I think sufficient care in our parish is not taken, to give relief only in cases where the united earnings of the family demand that relief should be given to supplement the earnings.

6. We are too lavish in helping deserted women with children, and, as a consequence, we have a great many such cases on our books.

Need to con-
sider united
earnings of
family before
granting
relief.

Out-relief to
deserted
wives and its
effects.

- Mr. F. W. Islip.*
19 Mar. 1907.
Need of weekly payment of pensions.
Effect of Local Government Act (1894) on status of Guardians.
Increase of pauperism at Leicester.
Lax out-relief at Leicester.
Need of more relieving officers at Leicester.
Direct payment of rates should be a qualification for the office of guardian.
Proposed annual retirement of Boards of Guardians by thirds.
Proposed transfer of poor law to the town council.
Unsatisfactory state of poor law administration in Leicester.
Difficulty in obtaining suitable guardians.
Lavish relief to deserted wives and its effect.
7. We have a good deal of trouble with pensioners, who, as soon as quarter day comes, take their discharge from the house, and in a fortnight or three weeks' time are back again utterly destitute. We all wish the Government could see their way to pay these men fortnightly or, better still, weekly.
8. The class of persons who seek election as guardians has distinctly become lower since I first became a guardian. I am now referring to candidates of all parties, and not to the Labour candidates only. And it has all come about since the abolition of the property qualification for guardians.
9. Our numbers of indoor and outdoor paupers have increased during the last ten years by leaps and bounds, until we stand at the head of the list of unions in the country but one, with the largest increase in numbers and the highest cost per head of population of the four county towns in the North Midland district.
10. Our present guardians are governed too much by sentiment, and give out-relief in cases where they only ought to give an order for the House. In other cases, where the united income is, or ought to be, sufficient to maintain the family, and in cases where the children can, but decline to, maintain their parents.
11. We have lately increased the number of our relieving officers from four to six, but the numbers on relief have again exceeded the proportion they can properly look after and investigate, and the board has repeatedly refused to increase the number again, or to appoint a superintendent officer.
12. It is most difficult to suggest any reforms which would adequately meet the situation, but I may perhaps give a hint or two :—
- (a) Make everybody pay their own rates, weekly houses included (if possible). Any way, every candidate for guardians or council should do so, and any candidate who did not, should be disqualified to be nominated.
- (b) One-third of the guardians should be elected every year, as for the town council, and not, as now, all come out every third year. The change would be more gradual, and the new members would be fewer, and so learn their duties better and quicker from the older guardians.
- (c) Or, better still, abolish the office altogether, and hand over the duties to the town council, who will perhaps do it better (cannot do it worse), especially if they left the administration of the relief to the officials, who would certainly do it better.
46916. (*Chairman.*) You have very succinctly stated your views in your statement. Do you agree generally with the evidence that has been given by Mr. Kemp?—Yes, nearly in everything.
46917. From your point of view the state of affairs is very unsatisfactory as regards the administration of poor relief in Leicester now?—Very indeed.
46918. And disheartening for those who have been interested in the old system and who wish to maintain a good system of Poor Law administration?—Entirely.
46919. You agree with him in thinking the present state of things deters competent men from coming forward?—Yes, we have found it so.
46920. The relief committees, in your judgment, do not thoroughly investigate the cases, for instance they are too lavish in helping deserted women with children?—That is so.
46921. Is your view that that encourages the husbands to desert their wives?—Yes, we find it does very much indeed, especially just at the time the wife is likely to be confined the men go away knowing perfectly well that their homes will be kept together for them while they are away, and as soon as the trouble is over the men come back.
46922. There is a good deal of collusion you think between the two?—Yes, in that way, I do not think there is any actual collusion except that in a good many cases the women know the men are going away just at that time. I do not think the men send their wives any money when they are away.
46923. Do you think the state of things through which you have passed is at all likely to occur again, that there will be another period of distress of at all similar dimensions?—I do not see any reason to believe otherwise, because at the present time trade is very active. If we had a time of great depression of trade in Leicester, I think the number would increase, because we have been, by our action in giving work to the unemployed, keeping the men in Leicester instead of enticing them to go to other towns for work.
46924. You were on the distress committee, were you not?—No, I declined to go on.
46925. Is it true the scale of relief was raised?—Yes.
46926. What was the effect?—The effect was largely increased numbers applied; you mean for the labour test?—Effect of increasing scale of relief in labour yard.
46927. Yes?—I pointed out at the time that any increase in either out-relief or in the labour test scale would have that result.
46928. Have you any figures to show that people were brought in from outside in consequence of the scale going up?—No, I do not think so.
46929. It only affected the number of people in the locality who came for relief?—Yes, I have heard it said that people came from outside, but I do not think that was to any appreciable extent except the natural immigration of labourers from the country to the town which which is always taking place.
46930. Do you agree with the preceding witness that individual members of the board of guardians now interfere with officers in the discharge of their duty?—Yes, very frequently. I have found complaints prevail from some of the officers about the action of certain members of the board who have interfered with their duties to a very large extent.
46931. And such interference you think is bad for administration and discipline?—Yes.
46932. Are you on the workhouse committee?—I am not on the house committee now, I have not been this last three years.
46933. There seem to be a good many able-bodied men in the Leicester workhouse?—Yes. It is difficult to know what to do with them, because the present board will not allow them to break stones or pick oakum, or do anything but chop wood, and as their task is very light they are quite content to remain where they are. May I say also that until about six or seven years ago we were able to buy railway sleepers and wagon sides from the railway company which were of much harder wood to split than the wood we are having now, which is pit props; they are made of pine, consequently, not having increased the number of pieces that the men have to chop in a day, their work is very much lighter than it used to be because the wood is easier to split.
46934. You would say that the able-bodied people in the workhouse are not given or put through an adequate test at present?—No, most of the men are finished their day's work by about two o'clock; from two till half-past.
46935. It is in consequence of this unsatisfactory state of things you think it would be better to get rid of the Board of Guardians and hand the duties over to the town council?—Yes, I do decidedly.
46936. Is that rather a council of despair, that you do not think that you would be able to do anything with the present *personnel* of the guardians or do you think that the town council would do the work better?—It is partly that, I think, and partly the difficulty of finding men who are willing to come to take part in the work of such a board as we have at present. Those of us who have spoken our minds freely on a good many of these matters have been dreadfully abused both in public and in the board-room.
46937. It is made unpleasant for you, I suppose?—Yes, very; I have been called a liar, a welsher, and a sharper, and I do not know what, in the board-room; it is not very pleasant, I have got used to it, I do not mind it now.
46938. Is the language improving, or do you think it is as bad as ever?—I do not think it can be worse.
- Prospects recurring periods of distress in Leicester.
Effect of increasing scale of relief in labour yard.
Interference by individual Leicester Guardians with poor officers.
Able-bodied men in Leicester workhouse and question of their employment.
Proposal to transfer poor law to the town council.

46939. Failing the transfer of the duties to the council, you would like to have a system by which one-third of the guardians retired each year?—It would be a very much better system than the present one. I have a list of new candidates for guardians with me, and I find out of forty-eight old guardians there are only twenty-seven standing, and several of those will not get on again, so that it practically means more than half of the guardians will be new members. If they follow their own ideas they will very likely go wrong, and on the other hand they may take the advice of the officials, and it is not always advisable that way.

46940. You think one remedy would be to make everybody pay their rates, but that is a very difficult matter?—I think every guardian at any rate, or every candidate should be ineligible for election unless he paid his own rates.

46941. What is the practice in Leicester, below what assessment does the landlord pay the rates?—There is not any scale now. We have had houses paying as high as £17 and £18 a year, the landlords are letting the houses now weekly and paying the rates. Our scale on the assessment committee only goes as high as 9s. a week, I think it is, but we have to make exceptions in many cases now that houses that used to be let quarterly are let weekly in consequence of the difficulty of letting houses. We had a case only last week, or the week before, where a house that was let at £35 a year is now let at 18s. a week.

46942. Have you any idea what led to the Labour Party so asserting themselves, was it in consequence of any action taken by the friendly societies as regards outdoor relief, or was it any general dissatisfaction in the town as regards the way the outdoor relief was administered?—I think it was the way the labouring classes were told that outdoor relief was administered in the past that has led to an increased number being put on.

46943. Did the guardians who came in recently as a rule promise more outdoor relief?—Yes.

46944. That was the inducement to vote, I suppose?—Yes.

46945. Do you think before they came in that the old scale of relief was adequate?—No, I do not think it was in all cases.

46946. So that there was some justification for agitation?—Yes.

46947. You are not aware that the friendly societies complained at all did they?—No.

46948. I suppose a very small proportion of the electorate vote at these guardian elections?—Very small.

46949. Have you any idea whether it would be as much as 30 per cent.?—More than that, at the last election three years ago there was something over 40 per cent.; I do not know quite what.

46950. (*Mr. Chandler.*) Is the minimum wage in the hosiery and the boot industries that minimum wage of 28s. you refer to?—No, only the shoe industry.

46951. You rather feel that the establishment of that minimum wage has been the cause of an increased number of applicants for relief to the guardians?—Yes, there is no doubt about it.

46952. Do you not think there would be some danger if the minimum were removed, in the face of this keen competition you refer to, of the men being reduced almost to the starvation point?—I do not know that a minimum wage need be altogether abolished if the trades unions would allow older men to work for a lesser wage. They say in theory that they are allowed to, but they have to go before the trade union and get a ticket to permit them to work at less, and I understand from some of the men who applied that it is the most difficult job in the world, it is almost impossible to get a ticket from the trade union.

46953. Of course the regulation of that arrangement would be very desirable; would it not?—Yes. May I say that in consequence of the difficulty of the men getting these tickets, I believe the numbers in the trades unions are decreasing in Leicester now.

46954. (*Mrs. Bosanquet.*) Do you know whether any of the guardians have relations inmates of the workhouse?—I do not know whether there are any at the present time; there have been, I know, two cases where they have had

relations in the workhouse, and the guardians have been on the house committee, managing the house.

46955. That might make difficulty with the master, perhaps?—Yes. I do not know that it did, but our master is a very genial man, he can work with anybody almost.

46956. (*Mr. Gardiner.*) Have you ever thought of any system whereby Government grants might be altered so as to enable the Local Government Board to exercise increased control?—No, I have not; I do not know that the Local Government Board requires increased control.

46957. A great many things have gone on which you do not approve of?—But we have very often gone contrary to the direct orders of the Local Government Board.

46958. If the Local Government Board could cut off a grant if you disobeyed the orders, that would act as a check?—Yes, that would be a good thing.

46959. (*Dr. Downes.*) Have the guardians appointed any of their relatives as officers?—Only in two cases; I think one of the guardians had a niece an assistant at the workhouse.

46960. Do you train your probationers at the infirmary for trained nurses?—Yes.

46961. Have you found any tendency amongst the guardians to put their relatives on there?—I think there have been one or two applicants come from the guardians, but I do not think they have been appointed.

46962. Does the matron select the candidates there?—The matron generally gives us her opinion, which is the best one, and I think we generally follow it.

46963. She has the controlling voice?—Yes.

46964. (*Professor Smart.*) Your wood yard has practically shut up all the private fire-wood dealers in the borough; has the board of guardians paid any attention to the complaint on the part of the private firewood dealers?—It has been brought to the attention of the board, but they have always laughed at it.

46965. And still go on?—Yes.

46966. Do they admit that it has shut up the other yards?—Yes.

46967. With regard to that 48 acres of heavy land you have, is that for test work entirely?—Yes.

46968. You use it as a test?—Yes.

46969. Is it successful as a test?—Fairly so; it is very difficult to set a man a task on land; he does practically what he likes under supervision, of course.

46970. To that extent it is not a test at all?—It is not a test of the actual amount of work.

46971. It does not get rid of any undesirable characters, men who could do better outside, does it?—No.

46972. The introduction of machinery into the hosiery trade is not a new thing, of course?—No.

46973. The hosiery trade has not passed of recent years from a hand industry to be a machine industry, as the shoe industry has?—Not in such a short time as the shoe industry; it has done since I can remember, but not so quickly as the boot industry has done.

46974. Why do we not hear so much about the introduction of machinery into the hosiery trade, is it not very like the introduction of machinery into every trade?—I should think it is.

46975. There is nothing peculiar about it, as there is about the boot trade?—No.

46976. (*Mr. Booth.*) You have two kinds of test work at Leicester, this 48 acres of stiff land for spade work, and also the wood yard?—Yes.

46977. Do you select the cases as being suitable for one test or the other test?—Yes.

46978. What would be the qualification which would lead you to choose the wood yard?—A man in infirm health, who is not able to walk the distance that it is to the land; I do not know that there is anything else.

46979. The others are the more robust?—Yes, the stronger men.

46980. I went to the 48 acres place, it is quite a long way away?—Yes.

Mr. F. W. Islip.

19 Mar. 1907.

Guardians with pauper relatives.

Proposed system of grants in aid of poor rates conditional on approval of Local Government Board.

Ex-guardians as poor law officers.

Relatives of guardians appointed as workhouse officers.

Competitive effect of firewood chopping in Leicester workhouse.

Employment of able-bodied paupers on farm land in Leicester.

The inevitability of displacement of labour by machinery.

Test work for able-bodied paupers at Leicester.

- Mr. F. W. Islip.*
19 Mar. 1907.
Test work for able-bodied paupers at Leicester.
Educational effect of agricultural work for able-bodied paupers.
46981. How many miles is it to walk?—It is a mile from the outside of the borough; it is three miles or more from the other side of the town.
46982. So that that walking to and fro every day is a certain amount of deterrent?—Yes, I should say so.
46983. But you have men there who hang on, and who have accepted that mode of earning their living for months and months, if not years?—Yes, in several cases for over two years we have had them on.
46984. Has the work there proved educational?—Yes, I think it has to a certain extent, some of the men who have got interested in the work are turning out fairly skilled gardeners, and are very fond of the work on the land, and would be able to manage a small garden themselves.
46985. They take an interest in the work, so that although it has been very expensive, it has educated them to a certain extent?—Yes.
46986. Are they fit for emigration?—I think so, some of the best of them.
46987. Have any been emigrated?—Yes.
46988. There is an effort made to pass them on to self-supporting industry?—I am afraid not, except in the way of emigration; we have had one or two applications there for assistant gardeners, and I think the men that we have been able to send to that employment have been fairly successful.
46989. In the first instance, it has been rather hard work getting the ground into order?—Yes.
46990. Gradually, when that was done, the bulk of the work would become more interesting?—That is so.
46991. (*Professor Smart.*) Do these men live in the workhouse?—No, they live at home.
46992. (*Mr. Booth.*) They live at home and get wages, not in respect of the work they have done, but in respect of the number of children that have to be supported; that is it, is it not?—That is so.
46993. Do you imagine that there will be a constant supply of those who seek relief in this way?—Yes, I look forward to a constant supply in the way we treat them at the present time.
46994. You look forward with apprehension?—Yes, if trade gets bad in Leicester, I do not know what we shall do with them, if we treat them as we are doing now.
46995. But the provision of so large a piece of ground would look as if it was deliberately expected and intended that there should be always an object for it?—Yes, the evil is we have not enough ground now to employ all the men properly that we have to send up there.
46996. Are you increasing the value of the land?—Yes.
46997. Have you counted that in estimating how much loss there has been made on it?—No, I think not, not in the valuation.
46998. It is an interesting experiment from that point of view?—Yes, we are paying a high rent for it, and we are putting a great deal of manure and labour into it in the hope of eventually making it almost pay its way; I do not think it ever will.
47999. It is not freehold?—No, it belongs to the corporation.
47000. The guardians have taken it from the Corporation?—Yes.
47001. And they have a short tenure?—Yes.
47002. Are they improving the corporation's property?—As a matter of fact, we have only a very short tenure; it is next to the cemetery, and we had notice from the town clerk only about three months ago, that possibly they might require it.
47003. Have you anything further you would like to add to your statement, if so, we shall be very pleased to hear it?—I have one or two little things that I should like to mention. With regard to Paragraph 2, I should like to add that as a result of the action of the trades unions with regard to minimum wages, many manufacturers have moved a part, or in some cases, all of their machinery into the country, where wages are lower, and rates are less and land is cheaper, thus increasing again the number out of employment in the town and increasing the number of empty houses. I believe there are twenty-
- one villages in which manufacturers had built factories in Leicestershire.
47004. Do you mean that they have hitherto been employing men in the factories that are now left behind, and new labour is found in the villages?—I should say that it acts in both ways; some of the men are taken with the factories, a good many of the men are left behind, and fresh men are taken on in the country.
47005. Is the new labour that is obtained in the country also union labour?—No. Then as to Paragraph 3, besides the work that I have put down as having been done in the last three years, I think it has been mentioned, we have increased the pay and lessened the hours of the test men, and Saturday afternoon has also been allowed as a holiday, which they were not allowed before, so increasing the attraction of the labour test in that way. I am strongly of opinion that the task of stone-breaking should not have been discontinued for able-bodied men, for the following reasons: First, it is a task they dislike, and therefore they are more likely to desire other kinds of work and seek for it. Secondly, it is easily seen if a man does his task or if he shirks it. This is impossible on the land, where you have a large number of men, besides which, in frosty, very wet, or snowy weather the men cannot work on the land, and they sit in the shed, around the fire, smoking and talking and further confirming the habits of laziness which many of them have already acquired. As to Paragraph 6, the relief of deserted women, we have at the present time in receipt of outdoor relief twenty-four women with sixty-three dependent children; that is taken from the books last week. The numbers vary, of course, but, as I said before, a great many of the men, shoe operatives principally, go away just before their wives are confined, and we keep the house over their heads for them to come back to. As to Paragraph 7, I should like to say pensioners have been a trouble all the time. When I say pensioners, I mean Army Reserve men, and any men who, after having served a time in Government employ, receive a quarterly payment of some sort. I do not mean only pensioners, but all that class of men; they have been a trouble all the time I have been on the board; we have had numberless communications to and from the War Office over particular cases in order to find out how much the pension is, and to be able to stop a certain part of it, having it paid direct to our relieving officer, and then handing the pensioner the balance. I have the particulars of some who are on relief now, eight or ten of them, in the house, and others who just go out before their pension day for two or three weeks, and then come back again utterly penniless. The suggestion I make is that pensions should be paid fortnightly or even weekly; it would be a very great assistance to the guardians, and I think help the men too, to keep them steady and sober. One or two of the witnesses to-day have mentioned about the committees sitting for the districts which they represent; I think that is a very bad plan indeed. It has worked very badly in Leicester, and the committee either ought to sit for some district that they have no connection with at all, or else they ought to rotate as they do at Nottingham. We have tried several times to persuade the board to allow the committees to rotate, but they never would hear of it.
47006. (*Dr. Downes.*) Have you any experience of former periods of distress in Leicester?—Yes, we have had one or two.
47007. Have you known Leicester for many years?—Yes, twice before, I think, we have had a fair number of persons on the labour test.
47008. How have they compared with the more recent period?—The last one before this last winter we had about seventy men on the test instead of between 300 and 400 at the present time.
47009. Was trade better then or worse?—I should think, I cannot say positively, that it was worse then.
47010. (*Mr. Gardiner.*) What year was that?—That would be about six or seven years ago.
47011. What bad time was there before that 1900 bad time?—It was the first year I was on the board, that would be fifteen years ago, I think.
47012. In 1892?—Yes, I believe it was.
47013. Was that following the big strike?—I think it was.

Effect of minimum wage and migration of industries on unemployment at Leicester

Question of suitability of work found for paupers at Leicester

Number of desert wives receiving out-relief at Leicester

Need of frequent payments of pensions

Evils of guardianship of paupers

EIGHTY-EIGHTH DAY.

Monday, 25th March, 1907.

AT THE FOREIGN OFFICE, DOWNING STREET, S.W.

PRESENT

The Right Hon. Lord GEORGE HAMILTON, G.C.S.I., etc., etc., etc. (*Chairman*).

The Right Hon. CHARLES BOOTH, F.R.S.
Mr. F. H. BENTHAM.
Dr. A. H. DOWNES.
The Rev. T. GAGE GARDINER.
Mr. C. S. LOCH.
Mr. J. PATTEN-MACDOUGALL, C.B.
Mr. T. HANCOCK NUNN.

The Rev. L. R. PHELPS.
Professor WILLIAM SMART.
The Rev. H. RUSSELL WAKEFIELD.
Mrs. BERNARD BOSANQUET.
Mrs. SIDNEY WEBB.
Miss OCTAVIA HILL.

Mr. R. H. A. G. DUFF (*Secretary*).
Mr. J. JEFFREY (*Assistant Secretary*).

The Rev. WILLIAM EDWARD CHADWICK, called; and Examined.

47014. (*Chairman*.) You are Vicar of St. Giles, Northampton?—I am.

47015. You have prepared a statement which we will treat as your evidence-in-chief, if you will kindly hand it in?—Certainly.

(*The Witness handed in the following Statement.*)

1. I have only been in Northampton three and a half years, but as vicar of an old parish church I have had considerable advantages in forming impressions and obtaining evidence on the various subjects upon which you ask for information. Previous to coming here I worked for fifteen years in a large and by no means rich parish on the outskirts of Manchester, and previous to that in large parishes in Bradford (in Yorkshire), and in Coventry, where I have had varied experiences with which I can compare my experiences in Northampton.

CHARITIES AND VOLUNTARY EFFORT.

2. I should regard Northampton as relatively rich in charities. Of the educational charities I know little. I confine myself to speaking of those of whose operation I have personal experience:—

(a) *St. Thomas' Hospital* (so-called), whereby from 130 to 140 widows or spinsters of above sixty years of age, who have not been in receipt of parish relief for 12 months previous to their appointment, or are not possessed of property exceeding £200, receive 5s. each weekly, and twelve receive lodging, coal, gas, rates, taxes, and some service in the almshouse, and 6s. each per week.

There are some twenty trustees of this charity who co-opt new trustees when vacancies occur. The trustees in turn nominate the recipients. In the future all the trustees and the indoor recipients must be members of the Church of England.

Observation.—This charity cannot be said to be given in relief of rates, but one result of its existence should be to reduce the number of those for whom the Poor Law might have to provide.

(b) *St. John's Hospital* (so-called).—The funds of this charity now mainly provide and maintain a convalescent home at Weston Favell—on high ground some two miles from the town.

Observation.—The results of this charity I regard as beneficial. As chaplain of the general hospital I have known many poor people, after hospital treatment, sent to the convalescent home. Their complete recovery is thereby accelerated, and they are more quickly able to return to work.

(c) *St. Giles' Feoffees.*—The feoffees are nominally fifteen in number, but there need be no re-election

until there are eight vacancies, when the surviving trustees co-opt to supply the full number. The income of the feoffees is charged with annual payments of £15 to the vicar of St. Giles'; £4 3s. 4d. to the clerk of St. Giles'; and a grant of £15 to the Sunday schools of St. Giles', St. Edmund's and St. Michael's. The balance of the annual income is divided among the feoffees for distribution among the poor in the ancient parish of St. Giles' (now containing c. 35,000 people) in money and bread. The amount falling to each feoffee varies from about £5 to £15 according to the rents (less repairs, etc.) from the estate and according to the number of the feoffees.

Observation.—Actually most of the feoffees hand over their money to various district visitors who distribute the money in sums of from about 1s. to 5s., and in bread tickets to (generally) deserving poor people in their districts. It is often given in cases of sickness, or as Christmas gifts. I should say that now it is never given politically. It may do good in cases of temporary sickness. It rarely can do much harm.

(d) *Stratford Charities*, by which in the parishes of St. Giles', St. Sepulchre's, and St. Peter's, premiums of apprenticeship are paid for boys (nominated by the vicar and churchwardens) to learn a trade. The income on the average pays for one or two boys in each parish. The result of this charity I regard as beneficial.

(e) *Arnold's Charity.*—The only action of this charity which comes under my personal observation is that a sum of rather more than £5 a year is given in my parish, and the local trustee, after consultation with me, gives aid, generally in sums of not less than 20s. in cases of exceptional distress to deserving persons needing temporary assistance to prevent their having to apply to the guardians for relief. The result of this charity I regard as beneficial.

(f) *Camp's Charity*, by which twenty poor women, belonging to a class considerably above that which usually appeals to the Poor Law, receive a quarterly allowance of £5. This prevents their having to apply to the guardians. I regard the result of this charity also as beneficial.

3. The question of the respective effect on the recipients of charity and Poor Law out-relief is somewhat difficult to answer in respect to Northampton, where out-relief is so freely, indeed almost generally, given. Among the lower classes it is rapidly coming to be regarded as a "right" (where needed). "I've paid rates long enough. I don't see why I should not benefit from them," expresses

The Rev. W. E. Chadwick.
25 Mar. 1907.

Effect of charity and relief on the recipient; growth of idea of right to relief; increasing tendency to apply for relief, etc.

The Rev. W. a common point of view. Then in Northampton charity E. Chadwick. (not always regularly or in large sums) is very generally given, and very frequently to persons already in receipt of out-relief. There is still a class among the very poor who would accept charity in temporary distress (e.g., caused by sickness) who would hesitate to apply for out-relief; but I should say that the number of these is rapidly diminishing. The great change I have noticed is the rapid growth of readiness to seek for out-relief. The feeling that there is any disgrace in being on the parish is dying out. The feeling is growing that out-relief is a "right" which should be claimed.

Criticism of Poor Law administration at Northampton.

4. Among the guardians there is not one who can be regarded as an "expert" in the administration of the Poor Law. On the board the "public-house" interest is far too numerously represented (i.e., by seven or eight members). The relieving officers (though an additional one has recently been appointed) have far too many cases for either frequent or thorough investigation. There is far too little effort to make children—even those who are well able—support their aged parents, and still less effort to enforce orders of repayment. (Five of the borough magistrates are also members of the Town Council.) Among the very poor one rarely comes across a case where the feeling of family responsibility is strong.

Lack of charity organisation and of co-operation between guardians and charity, and evils thereof.

5. In Northampton there is little or no co-operation between charity and the Poor Law. The two constantly overlap and very generally help the same cases. There is very little "organisation of charity," or of knowledge by one agency of what another is doing. The knowledge (and practice) of how to give charity wisely is the possession of a very few people who are "crying in the wilderness." The amount of charity given in the aggregate is large; the amount of poor relief is of course very large. The combined result, I consider, is a widespread destruction of self-effort, of enterprise, and of determination to seek and find some means of self-support.

FRIENDLY CO-OPERATIVE AND OTHER SELF-HELP SOCIETIES.

Progress of friendly societies at Northampton.

6. From careful study of various annual reports and from recent conversation with those holding office in the various friendly societies having branches in the town, I gather that there is less inclination on the part of younger men to join the regular friendly societies such as the "Oddfellows," the "Foresters," and the "Free Gardeners." The only societies which seem to be making progress locally are the "National Deposit Friendly Society," and the "Northampton Artisans' and Labourers' Friend Society." I should say that the National Deposit Society appealed to a somewhat superior class to that to which, speaking generally, the other friendly societies appeal. The Artisans' and Labourers' Friend Society is purely local, and has a wide range of usefulness. It provides allotments, a deposit bank, enables its members to procure cheap coal on the co-operative system, and also advances money on satisfactory security in freehold houses or land. I should say that this society did much good, is well managed, and financially secure.

Increase of slate and dividend clubs.

7. While the older friendly societies are not relatively making progress, I should say that "slate clubs" and "sick and dividend societies," which "divide up" annually (and are almost invariably connected with public-houses), are increasing somewhat rapidly in popularity. I attribute this partly to a growing disinclination to wait for long-deferred benefit, and a preference for quick, if very temporary, advantages.

Attitude of socialism to thrift.

8. In Northampton there is a strong socialistic feeling, and I have been told more than once that Socialists as a body "do not believe in thrift," they do not regard it as a duty to be advocated. How widespread this teaching is I cannot judge.

The co-operative movement in Northampton.

9. The co-operative movement in Northampton is not strong; in a population of 90,000 there are but 2,215 members. Though the society has been in existence in the town for thirty-five years it has never been the influence which it is, say, in the West Riding of Yorkshire (where I have worked in the cause) or in Lancashire.

Question of possibility of friendly societies providing old age pensions.

10. I believe that the older friendly societies—the Oddfellows, Foresters, and Free Gardeners—believe that it is not possible for them to provide for old age pensions for their members. This is the opinion of all the officers with whom I have discussed the question. They state that the contribution which would be required from the

members in order to do this would be greater than the members were able to pay. Certainly I should say it would be greater than the members were willing to pay.

11. On the other hand the National Deposit Friendly Society believes that it is possible for their society to provide old age pensions; but it must be remembered that the principle of self-help and self-effort is much more strongly demanded by this society, and, as I have said above, it seems to appeal to a somewhat superior *clientèle*.

12. From conversations which I have had with various officers and leading men in various friendly societies I can state that there is among them an absolute unity of opinion that: (a) Free medical State relief; (b) freely given Poor Law out-relief would act adversely as far as their societies were concerned, and would very materially reduce the number both of existing and prospective members.

The probable effect of a State system of old age pensions is more difficult to gauge, because the friendly society is generally regarded, as far as benefits are concerned, as a sick and burial society. It would probably affect the "National Deposit" more than the other friendly societies. Probably the more thrifty, "the better-off" and the more far-seeing men would continue membership, but the number of members would decline. The following answer was given to me by a friendly society officer of great experience: "I am of opinion that the State should leave the friendly societies to do their own work, and should deal with old age pensions as a national question apart altogether from friendly societies."

13. *The Effect on Friendly Societies of Voluntary Hospitals.*—The hospital system in Northampton is somewhat peculiar. Admission for both "in" and "out" patients is procured by "letters" which are purchased by subscribers and by them given to the poor. These "letters" the friendly societies purchase for their members, but the hospital compels them to pay a higher price for them than the ordinary subscriber pays. For a time the friendly societies rebelled against this rule, but they have found that it is necessary for them to abide by the terms demanded by the hospital. As a matter of fact the friendly societies now purchase just as many "letters" as they need.

14. In Northampton advantage is generally taken of the Act, which enables the guardians to take no notice of the amount of pension which a member of a friendly society is receiving. Generally this amount is small, from 2s. 6d. to 3s. 6d. a week, and from this has to be deducted the monthly subscription, say about 2s. 2d. My impression is that the result of the Act is good, as it does not "fine" men for thrift.

GENERAL REMARKS.

15. I wish to add the following general observations:—It must be remembered that present conditions in Northampton are somewhat exceptional. There is practically only one trade—the shoe trade. The output of manufactured goods is now probably larger than ever, but the number of workers employed tends to become fewer. The trade is being concentrated into a few large factories, which are able to employ the most recent and rapid machinery.

16. I should say there is an unusual number of men above forty years of age out of work, consequently a large number of families are badly off because the fathers are earning little or nothing. Boys and youths and girls are largely employed—sometimes as a cheaper form of labour.

17. The rates are very high, and this is said to prevent new industries being established. The establishment of such is the greatest need of the present.

18. I do not think there is much migration of labour (or emigration), both of which demand a measure of self-effort.

47016. (*Chairman.*) You have been three and a half years in Northampton, but you have had a long previous experience as a vicar elsewhere?—That is so.

47017. You find the feeling in Northampton as regards out-relief is that it is something to which the ratepayer is entitled?—That is so, the feeling is growing that he has a right to what he regards as the result of compulsory insurance, as it were.

47018. You still find, however, that there is a class of persons who, whilst they will accept charity temporarily,

Effect of free medical relief and lax out-relief on friendly societies.

Effect of State old age pensions on friendly societies.

"Ticket" system of admission to voluntary hospitals in Northampton and attitude of friendly societies thereto.

Operation of Outdoor Relief (Friendly Societies) Act at Northampton.

Exceptional industrial conditions in Northampton.

Unusual number of middle-aged unemployed; the substitution of juvenile for adult labour, etc. Effect of high rates on industry.

Growth of idea of the right to relief.

will hesitate to apply for out-relief?—Yes, but I think that class is decreasing in number.

47019. You are not a member of the board of guardians?—No.

47020. With regard to the *personnel* of the guardians you would say that there is not much expert opinion amongst them?—Very little indeed.

47021. In your judgment there are not sufficient relieving officers to adequately perform their work?—I do not think there are, because there are 558 cases per officer.

47022. There is not much co-operation between charities and the Poor Law in Northampton?—Very little.

47023. I assume that the tendency of the out-relief administration, as there are not sufficient officers to thoroughly investigate the cases, and as the guardians have not great experience in these matters, is to give a little all round?—It is not given in very small sums; I could give you a list.

47024. I suppose we shall get witnesses who can speak more on that point. What is your idea of adequate out-relief, a week, say?—It all depends what other sources can be drawn upon; but in Northampton (I can speak personally for my own parish), I do not know of a single case in which there is any repayment to the guardians from children. If the guardians give out-relief there is no real effort to make the grown-up sons and daughters who might be able to pay, pay something back.

47025. The enforcing of the family liability is very rare?—Very rare indeed. I think there have been in two years six cases brought into court, and all have been discharged except one.

47026. In your judgment the co-operative societies are not making much progress?—Not in Northampton.

47027. And the older friendly societies are much in the same situation?—Yes, if anything, there is less than 1 per cent. of increase per year in the three largest societies.

47028. You attribute that, amongst other causes, to the increased popularity of the slate clubs, and the desire to divide?—Yes, the sick and dividend clubs, and the loan and dividend clubs are growing very rapidly in number in connection with public houses.

47029. There is a certain diversity of opinion amongst the societies as to the possibility of providing out of their funds old-age pensions; the Oddfellows and Foresters and such bodies do not believe it to be possible, on the other hand the National Deposit Friendly Society thinks it is feasible?—Yes, but to a large extent that depends upon the member's deposit remaining of such an amount that out of that can be drawn at least a considerable portion of what he would receive.

47030. There is a belief that free medical relief and free outdoor relief is detrimental to the growth of the societies?—Yes.

47031. Is there much free medical relief in Northampton?—Yes, it is comparatively easy to obtain it.

47032. There are a number of institutions?—There are a great many provident dispensaries; nearly every doctor who works among the poor has a provident dispensary.

47033. (*Mrs. Webb.*) Do you consider that free medical relief?—No, I was speaking of Poor Law medical relief.

47034. (*Chairman.*) As regards old-age pensions, you have discussed the matter with the members of various societies, and I understand that they are not altogether averse to the idea of a national old-age pension?—No, they are in favour of it; I think there is among working men a very general feeling growing in favour of a national system of old-age pensions.

47035. Do the friendly societies think it would not interfere with or diminish their numbers?—It might to some extent, but they regard it as practically inevitable in the future.

47036. It has been stated to us by some witnesses that if a scheme of general pensions was instituted, the friendly societies would be glad to be relieved of the permanent sick pay they have to pay to some of their older members?—They find it very difficult to make that payment, and what is called quarter pay is now being reduced; instead of being able to give them 3s., 2s. 6d. is as much as they can give them.

47037. Should you say there has been any change of *The Rev. W.* opinion about old-age pensions recently?—I think the *E. Chadwick.* feeling in favour of them is growing.

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47038. Should you say that that was a feeling based on full consideration of the question, or is it merely a desire to participate in a form of relief of a national character?—So much depends upon the individual whose opinion is given.

Growing feeling in favour of old-age pensions.

47039. Was the feeling in favour of indiscriminate old-age pensions, or was character at all to be made a test, or was there any condition to be attached to the pensions?—The men I have spoken to on the subject lately are in favour of what they term the universal system; I do not think I can go further than that.

Question of conditional or unconditional old-age pension

47040. In Northampton the prevalent system of admission into the voluntary hospitals is by letters?—Yes.

Northampton system of admission to voluntary hospitals and attitude of friendly societies thereto.

47041. And the friendly societies buy these for their members?—Yes.

47042. It is asserted that the hospitals make them pay a higher price?—That is so.

47043. Is there any feeling on that subject?—The friendly societies are very sore upon the subject indeed.

47044. Cannot a patient on a letter from his doctor get in-door treatment without a hospital letter?—No, not in Northampton. Of course in the case of an accident in the street there would be treatment, but not in an ordinary case of illness.

47045. If a case is serious and no letter can be obtained, I assume the individual has to go to the infirmary?—Yes, what is very often done is a patient is taken into the hospital and means are found afterwards of getting a letter.

47046. There has been a great change in Northampton in recent years in the shoe trade, which has resulted in a concentration of work in certain factories, but your experience is that now there is an unusual number of persons, heads of families, out of employment?—I should like to correct a statement in my evidence; there is a larger proportion of men under forty years of age out of employment than I thought there was. I have made very careful investigation into that. I can give you the exact figures if you wish.

Ages of unemployed at Northampton.

47047. Perhaps you will do so?—From November 15th, 1905, to March 18th, 1907, the registration statistics of the Distress Committee show that under twenty years of age there have been ten applications; between twenty and forty there have been 557 applications; and between forty and sixty there have been 612 applications.

47048. You find instances where the fathers under the changed system can earn little, but their children are employed?—Yes, there is a great tendency now to employ cheap labour, boys and girls are doing work that youths did, and youths are doing the work that men did.

Increasing tendency to employ juvenile labour.

47049. This, I assume, is a recent growth?—Comparatively.

47050. You have only been there three and a half years?—Yes.

47051. Have you any general suggestion to make as regards any improvements in the administration or in the policy of the Poor Law?—I think in Northampton it would be an invaluable thing to have persons on the Poor Law Board who would not be subject to political or local influences.

Political influence in Poor Law administration and remedies therefor.

47052. The elections, I suppose, are mainly run on political lines?—Practically entirely.

47053. In your judgment, I suppose, there is a considerable proportion of the guardians who in consequence are subject to local influence?—Certainly.

47054. Is much public interest taken in the election of Poor Law guardians?—A little more than there was, but comparatively a small amount.

Public interest in Poor Law elections.

47055. You would like to see stronger expert opinion?—I should like to see a stipendiary guardian.

Proposed stipendiary administration of relief.

47056. Who would administer according to fixed principles?—Yes.

47057. (*Mr. Booth.*) With regard to paragraph 11, the National Deposit Friendly Society from its name is a

The Rev. W. E. Chadwick. national society, I suppose, and not a local society?—Not a local society.

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The National Deposit Friendly Society; its operations and position. 47059. Is it centralised like the Hearts of Oak, or localised like the Oddfellows?—It has a central office with local branches.

47060. Is the central authority responsible for the liabilities, do you know?—I believe it is, but I cannot be sure.

47061. From the name deposit, it is of the nature rather of a savings bank?—You have to pay in in two ways, you pay in your subscriptions and you deposit. Supposing, for instance, that you want 2s. a day when you are ill, you must pay 2s. a month and you must pay into your deposit fund so much as well.

47062. So that there are accumulated funds?—Yes.

47063. And it caters for a higher class, rather?—It caters for the more saving men, who naturally rise a little bit.

47064. And who therefore could take in hand provision for the future, in the sense of a pension, better than the ordinary societies?—It makes a man help towards his own pension in a greater proportion than the older societies do.

47065. There is a substantial accumulation for the future?—Yes, I believe so.

Northampton "ticket" system of admission to voluntary hospitals and attitude of friendly societies thereto. 47066. With regard to what you call the system of letters in Paragraph 13, that is, of course, a common system; in a certain way that appears to be more closely organised in Northampton than elsewhere; I understand that they sell letters?—They sell letters to the friendly societies.

47067. And to other people?—Yes, you can buy a letter.

47068. They are not letters merely given to subscribers?—Yes, but the number of letters varies with the subscription?

47069. So that each letter has a monetary value?—Yes.

47070. Can people buy letters when they want them?—Yes.

47071. Without being regular subscribers?—Yes.

47072. So that, in fact, each letter really has a price?—Yes, you might say it has a price; I think it is half a guinea for each out-patient letter; it is nominally half a guinea to the purchaser, but it costs more to the friendly societies.

47073. The price asked from the friendly societies was higher than the price that would have been asked from any casual purchaser?—Higher than is asked from a casual purchaser, a private purchaser.

47074. Was that because they would be more likely to make use of them?—Because it was found that about 70 per cent. of the letters issued to private subscribers were used, whereas all the letters issued to friendly societies are used.

47075. They make great use of the letters?—Yes.

47076. Letters do not convey an obligation to receive a patient, I suppose, it is only if there is room?—Yes, if there is room.

47077. And is there usually room, or is there usually a waiting list?—There is not a large waiting list; at the present time there is just a little room. I am the chaplain of the hospital and have never known a long waiting list; the hospital has recently been enlarged.

47078. Is there any limitation of the number of letters that can be sold or bought?—Not that I know of.

47079. I suppose the price by no means covers the cost of the sick treatment?—An in-patient letter costs a private subscriber £1 10s. 6d., the average cost of an in-patient is about £4 14s. 3d.; I believe those are the figures as nearly as they can be given.

47080. It is, roughly speaking, about a third?—About a third.

47081. And the rest is charity?—The rest comes from endowment or subscriptions.

47082. (*Mr. Russell Wakefield.*) With regard to the Industrial state of trade in Northampton, has the tendency been, condition in the boot trade for instance, to get more of the skilled in North-work done by machinery of one sort and another and less by the skilled workmen themselves?—Yes. effect of machinery.

47083. That would account, I suppose, for the larger number of people thrown out of work; skilled men remain in work, I suppose?—It is rather the quick man who remains in work. unemployment, etc.

47084. Would that account for the youth being substituted for the man; are the youths sometimes quicker at the kind of work that now is principally wanted?—Yes, a youth can often manage a machine, at a lower rate of wage, equally quickly. Reason for increasing employment of juvenile labour.

47085. Do you think that the enforcement of family liability being so slight is in any way accounted for by the fact that there is a feeling that the people are earning less, married sons and so on who have got homes of their own, and therefore it is more difficult to enforce payment for the out-relief of parents?—I do not think that would account for the whole of the feeling. Failure of guardians' liability of children's parents.

47086. To any extent do you think?—Not to any great extent.

47087. Then with regard to the old-age pensions that are advocated by those to whom you spoke, does anyone advocate contributory old-age pensions, pensions towards which the individual himself does something during his lifetime?—I have not heard it discussed from that point of view among the men. Question of contributory or non-contributory old-age pensions.

47088. I think we are finding that practically that idea is dead with regard to most of the working people of the present day; they wish for a system towards which they do not in any way contribute themselves?—Not directly.

47089. Are your relieving officers skilled men in their work: are they chosen in any way for that reason?—I think they are very good average men at their work. Qualification of Northampton relieving officers.

47090. You say one has been recently appointed to your knowledge there, an additional one. Do you happen to know whether he had done any Poor Law work before?—I do not happen, personally, to know this man, because he does not work in my own parish.

47091. You say you have a good number of publicans on your board of guardians?—Yes. Class of persons on boards of guardians.

47092. Can you tell us something about what the position of other guardians is principally; are there many connected with the building trade?—No, I should think they are mainly small tradesmen.

47093. In the boot trade?—Not principally.

47094. Have you many people who are students of Poor Law matters who enter the guardians on that account?—No.

47095. You have not got a sprinkling of those?—No, certainly not.

47096. (*Mr. Nunn.*) I think you said there was an increase in the number of benefit societies in Northampton especially in connection with those at public houses?—Yes, a rapid increase, I should say. Increase of slate club.

47097. I suppose they are slate clubs, are they?—They are of all kinds; they are what are termed sick and dividend clubs and loan and dividend clubs; they both divide up periodically.

47098. They are both slate clubs?—Yes.

47099. Has there been any increase, do you know, in the membership of the affiliated societies, the Hearts of Oak and the National Deposit Friendly Society at the same time?—Do you refer to the increase of membership of the older friendly societies. Position of larger friendly societies of Northampton.

47100. Yes?—No, that is proportionately decreasing. The older friendly societies in Northampton are not increasing 1 per cent. per annum at present.

47101. The increase is at the expense of the older friendly societies?—Yes, to a great extent.

47102. Are the clergy promoting benefit clubs of any kind at all?—I think they are slowly realising the danger of these dividing-up societies. Attitude of clergy towards dividing-up clubs.

47103. Have they any of their own connected with their own parishes?—Clothing and coal clubs.

47104. But not sick benefit societies?—I do not know of any.

47105. With regard to the hospital letters you were speaking of, does that 10s.6d. represent the average total cost of each in-patient and each out-patient, or is it supplemented by voluntary subscriptions?—It is supplemented by a large endowment.

47106. (*Mrs. Webb.*) With regard to the clothing and coal clubs which you referred to just now, they are somewhat on the same principle economically as the dividing-up clubs, are they not?—Yes, they divide up at Christmas.

47107. They are practically on the same economic principle?—Yes, on the same economic principle.

47108. With regard to the boys and girls who are employed in industries, have you ever considered the desirability of having a half-time from fourteen to eighteen with a view to getting half-time for technical education and physical training and domestic training; that is to say making all boys and girls from fourteen to eighteen go on the half-time system, allowing an employer to have them for thirty hours a week, the remainder to be occupied by technical training and physical training, including their leisure. Has that occurred to you as a possible way?—I think it would be an admirable system if it could be arranged, but I believe the average manufacturer would rather that it was done at an earlier age than fourteen.

47109. I know, but assuming we wish to keep the present age up high for leaving school, in your opinion would it tend to the national welfare if there was a half-time system from fourteen to eighteen for technical training for the boys and domestic economy for the girls?—Yes.

47110. You think that would be a good thing?—I do, if it could be arranged.

47111. That would practically check the employment of boy labour as against men, it would halve the boy labour of the country?—Yes.

47112. I rather wanted to get from you whether you considered the state of irresponsibility with regard to control and leisure of the girls and boys between fourteen and eighteen, as independent wage earners, was an evil, they being without any kind of education or control?—Certainly.

47113. You think it would be desirable to prevent that?—Certainly, if it could be done.

47114. (*Professor Smart.*) In Paragraph 4 you speak of the public house interest having eight or nine members; out of how many, may I ask?—I am speaking from memory, but I think there are thirty-eight.

47115. What particular interest have the publicans in becoming guardians; is it with regard to the assessments?—Not entirely.

47116. Can you not give us some suggestion?—I should think it is partly the same interest that has shown itself in the rapid increase in sick and dividend and loan dividend societies.

47117. What is the particular connection of sick and dividend societies with the public houses: you say they are invariably connected with public houses; why is that?—Very largely so because they are an advertisement for the public houses and a means of attracting customers to the public houses.

47118. (*Mrs. Webb.*) When they divide up they spend the money at the public house, do they not?

47119. (*Miss Hill.*) Do they not let them have the room free for the sake of what is bought; I have always understood they could get a room at a public house free?—There is what is called a wet rent.

47120. (*Professor Smart.*) And that means?—I do not suppose rent is paid in money.

47121. I think we can guess the rest. In that hospital arrangement of yours, does the subscription come first or the case come first? Do people subscribe so much and then get the right of sending so many patients, or do the patients come first and then the subscription is proportionate?—This is the usual mode of procedure; if a patient is ill and wants to go into the hospital, or say that the dispensary doctor or their ordinary doctor advises

removal to the hospital, they go at once and seek for a letter to obtain admission. *The Rev. W. E. Chadwick.*

47122. Will they not get admission except by means of payment?—No. 25 Mar. 1907

47123. It is one ticket to each half-guinea, is it?—I can give you the scale if you would care to have it.

47124. But you have not the system they have in some places, where it is virtually an unlimited number of cases to a single subscription?—No, each letter has a monetary value.

47125. With regard to the shoe trade, you say there is practically only one trade in Northampton; does that include the subsidiary trades, such as leather?—No, I can give you statistics. Out of 915 skilled hands who have applied for help to the Distress Committee, 727 have been connected with the shoe trade, and that does not include currying and tanning, which might be considered subsidiary. Industrial conditions in Northampton; proportion of unemployed belonging to shoe trade

47126. I understand that Northampton has extended very greatly, while the shoe industry has not grown to any great extent; that looks as if other trades were growing up in the place?—There has been no rapid increase of population in the last three years, I consider.

47127. Or of trade?—Or of trade.

47128. Then a person thrown out of the shoe trade is virtually without employment of any kind?—Practically so. Lack of variety of trades at Northampton and effect on employment. Increase of juvenile employment at Northampton.

47129. I should like you to elaborate what you say about the boys and girls being largely employed as a cheap form of labour. Boys, of course, cannot work the new machines?—There are some machines that they can watch.

47130. Those have always been watched by boys, have they not; you do not mean to say boys are displacing youths while youths are displacing men?—That is practically what I mean.

47131. What about girls; girls work entirely on the sewing machines?—No, girls are to some extent now employed in what is termed the shoe room.

47132. Do you refer to the making of boots and shoes?—It is the room where the boxing of them is done, the packing, and so on. In the olden days that used to be regarded as a perquisite of men getting on in life, now, instead of giving the men 18s. a week in the shoe room, they employ boys and girls for it, or at least girls largely do that work. Substitution of juvenile for adult labour.

47133. There is no displacement with regard to the sewing machines?—No.

47134. (*Miss Hill.*) In Paragraph 2 of your statement you speak about the St. Thomas' Hospital funds being employed in regular pensions for widows?—Yes. Charitable pensions for widows.

47135. You think that very advantageous and that it meets a want?—I should say it distinctly met a want.

47136. Is there any movement on the part of the non-endowed charities to throw their relief into the form of regular allowances to the old and infirm?—I am not sure whether I understand what you mean by non-endowed. Absence of voluntary charity pensions at Northampton.

47137. Are the voluntary charities administered at all in the form of pensions, those which are not endowed in Northampton; is there any movement for organising a pension for the deserving aged poor?—Not that I know of.

47138. The voluntary charities from the churches and chapels and so on are given more in casual charity?—Yes, and generally given in cases of sickness too.

47139. So that there are no pensions except those from the endowed charities?—Not that I am aware of.

47140. You spoke about the members of friendly societies with whom you had conversed being in favour of a universal old-age pension?—Yes. Attitude of friendly societies towards unconditional old-age pensions.

47141. Do they put any limitations to that, would they have them given to criminals and habitual drunkards and so on, do you know?—That I could not answer.

47142. Universal would include those, would it not; if it is to be a universal pension there would be no enquiry as to character?—I do not know that they would limit it in any way.

47143. (*Mrs. Bosanquet.*) Could you give us any typical cases of out-relief that you come across in your

The Rev. W. E. Chadwick. district showing whether it was adequate or not?—I can tell you of a case, for instance, where there are an old man, an old woman and an old man who is a lodger. I think that the three of them are getting 12s. a week and there is a son who is supposed to supply 2s. a week, so there is 14s. a week coming in there of which 12s. is from the Poor Law.

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Inadequate out-relief at Northampton and scale of relief.

47144. Would the 12s. all be from the Poor Law? Entirely from the Poor Law.

47145. What would their rent be?—About 4s. a week there.

47146. Is that the usual rate of relief of old people, about 4s.?—The usual rate of relief for an old woman would be from 4s. to 5s. 6d., for a married couple from 7s. 6d. to 8s.

47147. What sort of relief would they give to widows with children?—It depends on the number of the children. May I give you a typical case?

47148. If you please?—I know of one case where there is a widow with five children and she receives 10s. a week.

47149. Would that again be a 4s. rent?—No, about 3s. there.

47150. That would be 7s. for six people to live on?—Yes, but I think in that case the friends can do something.

47151. Should you say from your experience that the relief that is given in your parish generally goes wisely?—Generally, but not always.

47152. Would you be prepared to give us an instance where it has gone unwisely?—Such matters are so difficult to prove.

47153. It would not be against any individual person, would it, and you could simply give us a general idea of how the relief was being given?—I know of one house where I suspect that there is a certain amount of drinking, the man is receiving quarter-pay from two clubs and there is about 6s. 6d. coming in from out-relief.

47154. Would the public house which that man frequents belong to a guardian?—Not in that case.

47155. Is the out-relief ever given, do you think, to supplement wages?—I should think it had this effect, that it enabled the people to take somewhat smaller sums.

47156. Do you know of cases where people are earning very low wages and receiving out-relief?—Not for regular work, but I know of people who are receiving small sums; for instance, there is the case of a woman and her daughter where the mother is receiving out-relief and the daughter earns very little.

47157. What work would the daughter do?—In this case office cleaning.

47158. Can you tell us what co-operation there is between the Charity Organisation Society and the guardians?—There is co-operation between the relieving officers and the agent of the Charity Organisation Society.

47159. What form would that take?—Mutual information with regard to the cases.

47160. Does the Charity Organisation Society ever refer cases to the guardians with suggestions?—I think if they found they could not deal with the case they would do so.

47161. Do the guardians ever refer cases?—Yes they have done so.

47162. Are any of the guardians represented on the society, is there mutual representation?—I only know of one guardian who is on the committee, and the clerk to the guardians is on the committee.

47163. Could you develop your idea of a stipendiary guardian to administer relief, would he be only one, or would he be one of many?—I should say he would be the one whose decision ought to be final.

47164. Would a stipendiary chairman meet the case or would he be more autocratic than that?—I think he ought to be more autocratic than that; there ought to be some one entirely outside the range of local influence.

47165. Would you apply that only to out-relief or would you apply it also to the management of institutions?—Especially to out-relief.

47166. Possibly leaving institutions in the hands of the local people?—I think it would be good to have an expert there.

47167. (*Mr. Lock.*) Would it be amiss to say that the endowed charities of Northampton are much used in supplementation of out-door relief?—I think they are used in lieu of it.

47168. Not in supplementation of it?—No, many of the charities are in this position, that the receipt of relief disqualifies persons from being beneficiaries under them.

47169. You may say that you have two grades of out-door relief, endowed charity outdoor relief, and Poor Law relief?—Those who fail to obtain the charity become the recipients of outdoor relief.

47170. They go to the Poor Law?—Yes.

47171. Would I be right in thinking that if the money were available for what I might call distinct remedial help, it would go much further, and prevent much distress and pauperism, so that it could be used more for temporary purposes, according to the nature of the particular cases, and according to a definite plan, as the nature of the case might suggest?—I think the money would go further.

47172. In regard to charities like that, is there a very strong feeling that the charities should be left just as they are and not, as it were, remodelled for modern needs and uses?—That is a difficult question to answer.

47173. To put it in another way, have you reason to believe that the desire is strong to keep things as they are in the matter of charity, without any alteration in mere details even?—I think that some of those who are trustees of the charities are alive to the fact that the schemes might be re-arranged possibly for modern needs.

47174. With regard to the old-age pension proposal that you refer to as universal, can you differentiate it really from outdoor relief to which everybody is entitled at a certain age?—No.

47175. You say: "I should say there is an unusual number of men above forty years of age out of work, consequently a large number of families are badly off, because the fathers are earning little or nothing." State-
ments like that have been made to us; have you any suggestion about it, because it would almost seem as if their at a very early age a new form of pauperism, or partial pauperism, were coming into existence. What happens to these men now, how do they live?—I should think they are largely supported by their families.

47176. Practically one might say that the man, after forty, is living on his wife and children?—A good many of them are.

47177. And that permanently?—Yes. I do not think there are quite so many as there were eighteen months ago, because trade is a little better.

47178. But even granted that trade is better, is there any considerable number who accept this as a kind of social state?—In the last return we had, on the unemployed list there were nearly 300 men over forty years of age in Northampton, seeking employment.

47179. Supposing you went back to the time before the bad times came, did you find men of forty then, too old for their work if one may so say, depending on their families?—Nothing like to the extent they are now.

47180. Do you look forward to this evil disappearing with an improvement in trade?—No.

47181. You think it is permanent?—I think it is permanent till some other remedy is found.

47182. What is your remedy?—It is more than one; I think it was a great mistake in Northampton to refuse the opportunity of forming a labour colony. I think if these men learned agriculture something could be done in that way.

47183. You think they might shift their trade better if they knew how to manage land?—Yes, and I think emigration is becoming much more common; it is increasing rapidly in Northampton now.

47184. They are going out of England?—They are going out to Canada.

Question of unwise out-relief at Northampton.

Effect of out-relief on wages.

Co-operation between Charity Organisation Society and Poor Law.

Proposed stipendiary administration of relief.

Increase in unemployment of middle-aged men and method of maintenance.

Increase in emigration from Northampton.

47185. That would be one of your remedies?—Yes, certainly.

47186. (*Mr. Russell Wakefield.*) For a man of over forty?—Families are in some instances going.

47187. (*Chairman.*) Is the inability of men over forty to get work in Northampton due to the changes in the boot trade, or has the Workmen's Compensation Act at all affected the age?—I think that the Workmen's Compensation Act has to some extent affected it, but I think it is very much more owing to this: The trade union has a minimum wage, and it is very difficult for a man over forty to earn what the masters consider is that wage, so he is discharged in favour of a man who can earn the trade union wage.

47188. Under the present conditions of the boot trade, *The Rev. W. E. Chadwick.* I suppose rapidity of work is the one essential?—It is a chief essential.

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47189. (*Mr. Loch.*) Does it mean that the passing of the Workmen's Compensation Act is acting in favour of the strong rather than the weak, that is to say it strengthens the position of the men in middle life, with the off-chance of this want of work later on in life?—A man is in work till he is forty; soon after he is forty he becomes naturally somewhat slow, then he is put on one side; of course the trade union will give permission occasionally to a man over forty to take less than the minimum wage, but they do not like doing so.

Dr. JOHN DODD, called; and Examined.

47190. (*Chairman.*) You are the consulting physician to the Poor Law Infirmary at Leicester?—I am.

47191. You have prepared a statement which we will treat as your evidence in chief, if you will kindly hand it in?—Certainly.

(*The Witness handed in the following Statement.*)

My experience and qualifications are as under:—

(a) Twenty-one years' experience in Ireland and considerable knowledge of the working classes there, and some knowledge of the Poor Law system

(b) Experience of the "working" classes in Huddersfield, the Potteries, North Lincolnshire and North Essex.

(c) About twenty years' experience of the "working" and other classes in Leicester, including daily visiting in their homes and knowledge of their ideas and family life.

(d) About five years' experience on the Leicester Board of Guardians during which time I have advocated most of the ideas given in these sheets. A few have been passed with good results.

(e) Have done some Poor Law district work in Leicester for other medical men.

(f) Have taken an interest in "commonsense socialism," social movements and Poor Law work for years.

(g) Sixteen months' experience as visiting medical officer to North Evington (Leicester) Poor Law Infirmary.

The opinions expressed are based upon:—

(a) My personal experience.

(b) Reading.

(c) Knowledge of character.

To get a true perspective of the increasing expenditure for the last twenty years, the expenditure on indoor relief, outdoor relief and lunatics should be plotted on squared paper, when the influence of the *boot strike*, *extension of the borough boundary* and the *socialistic movement of the last four to five years* will be clearly shown.

Sanitary Authority.

1. This is confined to notifiable diseases and phthisis.

2. The chief infectious diseases treated in the Municipal Infectious Diseases Hospital are, scarlet fever, typhoid fever and diphtheria. I believe parish cases are received equally with others. As regards phthisis, those cases only are taken that are likely to benefit. Parish cases paid for.

3. Chronic consumptive cases sent to North Evington Poor Law Infirmary. They are practically all incurable.

4. Sanitary Committee gives disinfectants gratis for infectious cases, and in former years when diarrhoea was prevalent, diarrhoea mixture.

5. Recently they have appointed a medical man to examine school board children; also a milk depot has been established (pasteurized milk).

6. I am strongly of opinion that the Sanitary Committee should establish a "consumptive dispensary," with the object of carrying out preventive measures on the Edinburgh lines.

The Poor Law.

7. So far as the Poor Law is concerned there is:—

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(a) The usual provision of Poor Law medical officers. They have, I believe, several times applied to the Board for advance of salary and have been refused. In my experience the Board is more ready to consider the claims of other officers than the medical officers. The medical officers (district) are, I believe, allowed 10s. 6d. for confinements when order is given by relieving officers.

(b) Leaflets giving advice as to the prevention of consumption have been distributed from the committee rooms, also leaflets on infant rearing.

(c) Recently the Poor Law infirmary has been provided (512 beds). This has been a boon to many of the curable poor, by placing them under better conditions, etc. On the other hand, those who have charge of, or responsibility for, troublesome and "dirty" people, find it a convenient means of getting them off their hands.

8. The opening of the Poor Law infirmary must have lessened the work of the district medical officers, as patients are now more freely sent than when the infirmary was attached to the workhouse.

Voluntary Effort.

9. We have:—

(a) General Infirmary, about 200 beds. In practice nearly anyone can get a recommendation.

(b) Provident Dispensary, somewhere about 50,000 members.

(c) People's Dispensary, somewhere about 6,000 members.

In my opinion these three are huge pauperizing agencies, as there is no effective check against imposition by people who are in a position to pay more.

The dispensaries (the medical staff receive 2s. and 1s. 10d. respectively per member, per annum) "pauperize" the better-off working classes, etc., and the infirmary "pauperizes" those who could, and should, be treated by the dispensaries.

As a matter of fact, many in receipt of Poor Law outdoor relief are members of dispensaries and private clubs. These are generally the "respectable" poor who are badly off through no fault of their own. The "improvident" poor will not keep up their payments, and find their way as out-patients to Infirmary or district parish doctor. The payments to doctors from the dispensaries are too low, considering the number of patients, for good work to be done; accordingly a large number of these dispensary patients find their way to the out-patient department of the General Infirmary. In my opinion the out-patient department of general infirmaries should exist only for the treatment of accidents (first time dressing) and for "special" treatment. A common belief among the "working" classes is, that as they contribute weekly to the Infirmary, they have a right to free treatment there. I have, however, not found this insisted on by the "respectable" or those that one can respect:—

(d) Friendly societies. In these many well off members insist on their right to get medical attendance for 3s. and 4s. a year.

Friendly society medical attendance.

fect of
Workmen's
(Compensa-
tion) Act and
the union
minimum
wage on un-
employment
in the middle-
class.

medical
assistance of
the poor by
the sanitary
authority at
Leicester.

need of con-
sumptive
dispensary at
Leicester.

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Medical associations.

Private medical clubs.

The management of provident dispensaries, and excessive medical relief dispensed thereby.

Lack of filial responsibility.

Overlapping between agencies for medical assistance.

Proposed decrease of voluntary hospital out-patients' departments.

Proposed limitation of provident dispensaries to persons of limited means.

Proposed future scheme of medical assistance for the poor.

Evils of excessive cheapening of medical service.

Proposal to transfer medical relief to sanitary authority.

Question of sufficiency of quality of medical assistance to the poor.

Need of permanency of tenure for medical officers of health.

Evils of existing scheme of medical assistance to the poor.

(e) Medical associations. In this case one or two medical men are employed by salary. They have to do exactly as their masters, the committee, tell them and doctor all the members, no matter how well off they may be.

(f) Private Clubs. There are no doubt several thousands of members in private clubs. This is more in the nature of a free contract, as there is nobody to interfere or dictate, but owing to the existence of the dispensaries and friendly societies (as regards medical attendance) many of these club patients are well able to pay; if they are objected to, well, they will join the dispensary.

10. In the cases of a, b, c, d, e, a lay committee manages everything (there is generally a small medical element, except in d and e, but it is non-effective).

11. In the case of the provident dispensary, it is managed by men who direct the operations—men who know nothing of the lives of the working classes, and who are apparently more concerned with, and plume themselves on, the large numbers "relieved," than anything else.

12. Meanwhile, the doctors treat too many patients, suffer in pocket, and many of the patients are pauperized by getting their treatment at too low a rate.

Examples.—I have myself treated a young man at 1d. per week who admitted to me that week after week he spent 3s. a week and over at the theatre. Similarly a young club patient has admitted that he spent 3s. a week on cigarettes.

13. There is a rage for cheapness in this town, medical and otherwise, and speaking generally, a very considerable disinclination on the part of children to keep or assist their parents. This acts in obvious ways.

14. There is plenty of overlapping, and no co-ordination.

15. There ought practically to be no General Infirmary "out-patient" department in this town, except for special cases, and these ought to come through general practitioners. The bulk of the cases treated there could just as well be treated by outside practitioners.

16. No person ought to be allowed to join a dispensary, etc., for medical treatment unless he can prove that he is entitled to do so by reason of scanty means or other sufficient causes.

17. We should thus have :—

(a) The district Poor Law medical officer and the Poor Law hospitals for the very poor or those on the verge.

(b) Dispensaries restricted to those where the income is, or united incomes are, small.

(c) Hospital, fed by recommendation of dispensary doctors and general practitioners, both as regards in-patients and out-patients.

18. I am convinced that the extreme cheapening of medical service in the town is as bad for the working classes as for the medical men, and the ease with which it can be obtained tends directly to pauperize.

At present it is all over-lapping and no co-operation or co-ordination. As arranged above, there would be some order and system.

19. I am inclined to think that medical assistance of the poor might be better controlled through the Sanitary Committee of the town council. In my opinion, the guardians of this town have a great deal more to do than they can usefully accomplish. Their work therefore ought to be, if anything is done, lightened.

20. I do not think the amount or quality of medical assistance to the poor insufficient, except in so far as Poor Law work, dispensary work, and club work is badly remunerated, and therefore the work is more or less badly done.

21. In this connection I think it is most important that medical officers of health should have security of tenure, otherwise their mouths must in many cases be closed and their hands tied.

22. I think I have shown above that all classes have ample opportunity for treatment, but, owing to the "lay" element governing these institutions the tendency is for the treatment to be "cheap and nasty" rather than

"good and well paid." In the case of the general infirmary the out-patient department is choked by people who wait from two to six hours, the staff is insufficient now, but amply sufficient if the bulk who might be treated elsewhere were refused.

23. In my opinion the "quality" of the medical assistance to the poor and working classes is insufficient only by reason of underpaying, which means that a medical man has too many patients if he is to make a decent living.

24. In these opinions and statements I confine myself to Leicester alone.

25. The following might be classed as peculiarities and experiments in this union :—

(a) During the last three years or so a very large number of men on the "labour test," which is not a test, by reason of the fact that a definite amount of work is not required to be done.

(b) Spade culture of land, by out-of-works (Gill-roads). This is judged to be the most suitable form of employment.

(c) The preparation of the land round North Evington Infirmary has given employment to a large number—levelling, spade-cropping, etc.

(d) Extensive use of wood-chopping in separate rented building and canvassing for orders.

(e) Disinclination to allow inmates of workhouse to do work which ought to be done, from a Trade Union point of view, by workmen from outside. Stoppage of oakum picking, stone breaking, etc.

(f) An inclination to revert to scattered homes instead of cottage homes—one or two provided.

(g) Receiving homes for children, away from workhouse.

(h) A greater tendency to board out children—mainly Roman Catholics.

26. I am of opinion that the moral condition of recipients of relief should mainly determine their treatment.

Holding this view, I think prudent "respectable" and provident paupers should either have an old-age pension or what is equivalent, adequate relief; if too infirm they should be accommodated in the infirmary or separately in the house. It is a real purgatory for these people to associate with the foul-mouthed, etc., people who find their way to the "house."

27. The test of the "house" is a very necessary one, for the improvident and those who have fallen by their own fault, and their condition should not be made too comfortable. I am a believer in the old dictum that this class should be at least "worse off than the worst-paid class of workers who support themselves." The tendency is now in the other direction. This applies to the house and not the Poor Law infirmary. Even there, I think, a distinction should be made as far as possible between the provident and improvident.

28. The class of persons applying for relief in this town are mainly hosiery and shoe hands.

29. So far as my observation goes the provident poor look upon Poor Law relief as the last to be resorted to, but owing to the fact that there is here a growing disinclination on the part of children to support their parents, either by reason of marriage, low wages, or their own increased wants and pleasures, and disinclination to make sacrifices, a very considerable number of respectable old people are thrown on the rates. This occurs also in the case of disease, such as apoplexy, where the patient is frequently "dirty" and difficult to manage.

30. A good many others have been thrown out of work because of the "minimum wage" regulation of the unions, and I think the sense of "morality" has been dulled in a good many cases by the tendency of quick workers to slow down to the pace of slow workers. This applies specially to the boot trade.

31. The tendency of late years, owing to the struggles between trade unions and masters, has resulted in the undue employment of youths (boys and girls), and married women—accordingly the natural result follows—the youth getting good wages spends more or less recklessly and in the case of the married women the children, meals, and house, must suffer, whilst the slow workers and men over forty are thrown out of work, to get a precarious

Poor Law experiments at Leicester; the labour test; land culture for the able-bodied, with chopping for paupers.

Need of classification according to character.

Value of workhouse test for the improvident, etc.

Class of persons applying for relief.

Effect of trades union minimum wage on employment.

Increasing juvenile employment and its causes and effects.

employment, be supported by the work of their wives, or children, or go on the labour test, etc.

32. In this town, speaking generally, the physique and constitution of the workers is not satisfactory partly owing to the above, deficient ventilation, badly-prepared food, and early and improvident marriages. This again provides a class for the Poor Law.

33. Lastly the victims of drink (directly or indirectly), a large class, must be mentioned.

34. Contributory causes of Pauperism are:—

(a) The selfishness of children, their increased expenditure on dress and pleasures, and their disinclination to support their parents. In this town practically all the girls of the family go out to work, thus the mother has to do all the housework. A large proportion of girls are not willing to assist after their work in the factories. Then often follows a break down and being useless—the Poor Law is applied to.

(b) Drink is the cause of much pauperism, directly or indirectly. Probably there is no town in the kingdom where so large a proportion of women are to be found in the public-houses daily and nightly.

Other causes which have operated largely here are:—

(c) Strike in the boot trade ten to fifteen years ago; this forced the introduction of machinery and less employment for middle-aged and old people.

(d) The enforcement of the "minimum wage" has had in my opinion the same effect.

(e) The extension of the borough boundaries a few years ago; a great many of the debt-owing and improvident class had migrated to the poor suburbs, and on the extension they come on the town poor-rate in greater ratio than the rateable value increased.

(f) The introduction of the cry "more humane treatment for the poor," and the putting into force the "adequate relief" circular without sufficient discrimination.

(g) A lax administration; resulting from fixed ideas such as "these people are what their surroundings made them" and an absence of regard for the lessons of the past.

(h) Guardians giving relief to paupers of their own districts. This, I think, is bad in various ways.

(i) No sufficient adherence to the rules laid down for relief, and no sufficient regard to the opinions and recommendations of the relieving officers. This tends to make relieving officers slack in their work.

(j) Fear of guardians lest they should lose their seats by going against what they supposed were widely diffused new ideas.

(k) Bad booking system:—the present books are bad for guardians; they forget, etc., and the books do not give what is most useful to them. The case-paper system is infinitely superior. The whole history ought to be there for reference; new facts noted as they occur and action taken accordingly. In addition a declaration ought to be made and signed by the applicant, who should be prosecuted or otherwise adequately dealt with if the statement is false.

(l) A superintendent relieving officer and "cross visitor" are necessary, in all large towns to regulate and co-ordinate the work of the relieving officers, to present facts to the guardians and to follow out and detect doubtful cases, etc.

(m) The efforts of the best officers may be frustrated, by a committee which is guided by sentiment and neglects to profit by a knowledge of human nature, and the lessons of the past.

(n) Manufacturers driven away from town by combined causes of trade union methods, and high rates.

(o) Extensive mania among youths and men for betting, gambling, football, and to a lesser degree cricket.

35. The class of persons seeking election as guardians contain retired tradesmen and publicans, small manufacturers and tradesmen, Labour members, boot operatives, trade union officials, professed Socialists, etc.

36. I think there is a great want of information among guardians as to:—

1. Past Poor Law history.
2. Contemporary practice and.
3. Proper and logical methods of investigation.

37. A large number of our old guardians are resigning and it will be difficult to replace them by men of standing, breadth of view, or information, no matter from what class derived.

38. It is unfortunately looked on now as "degrading oneself" to go on the Board of Guardians by a large class of responsible people and the tendency is for those seeking public work to strive for the Town Council.

This in my opinion is unfortunate as a guardian really requires more qualifications than a town councillor, on the average.

39. With regard to the administration of relief, I will merely say that I think the rules are not sufficiently adhered to and the committees take too much out of the hands of the relieving officers with the result that the latter get discouraged. Relieving officers are what guardians make them.

40. Of late years in consequence of the spread of the Socialist movement and the associated speeches, etc., I have no doubt many more have applied in the expectation of more liberal and "more humane treatment."

41. Reforms suggested by my experience are:—

(a) A superintendent relieving officer and "cross visitor."

(b) Case papers instead of the usual books for all the departments, particularly out-relief, and including able-bodied in house, labour test men, etc.

(c) The principal business of the Finance Committee seems to be passing accounts. I think the Finance Committee should be so constituted as to, if possible, act as a check on the different committees, somewhat in the manner practised by the Finance Committee of the Leicester Town Council. Each committee generally contains men who make a hobby of the work of their committee; this means spending money, and the board as a whole rarely refuses their requests.

(d) I do not see how men who become guardians with a "fixed idea" can be controlled, except by surcharges, or lessening of their power and increasing the freedom of relieving officers, under superintendents.

(e) Each applicant should sign a declaration paper as to means, etc., and be prosecuted or otherwise adequately dealt with, if the statements are found to be false. This to be revised periodically.

(f) The present tramp wards are utterly useless. They should be worked on the German and Danish etc., systems by the police, with the object of assisting genuine cases, and sending loafers, etc., to labour colonies or prison.

(g) Old-age pensions for the deserving.

(h) The tone and general breadth of views of guardians should be raised in some way. When these are deficient, a good speaker, or a good intriguer and clever wire puller may assume undue importance and power. A small body voting *unitedly* has the same effect. I am afraid the present system of election of guardians in large towns will never give good results and that "party," etc., will be the object to be served instead of the good of the public. Men who are very desirable will not go to the expense and trouble of a contested election, and then spend a large amount of time doing the work of a board held in little esteem.

47192. (Chairman.) From your statement I gather you have had considerable experience of the work amongst the wage earning classes, independent of your knowledge of them as a medical officer?—Yes.

47193. You are at present a consulting physician to the Poor Law infirmary?—I am.

47194. Are you also a guardian?—Not now.

47195. You were recently a guardian?—Yes, for five years, up to a year and a half ago.

47196. The purport of your statement is that you are not very well satisfied with the existing system of medical relief that prevails in Leicester; you think it tends to pauperism?—Yes, it has that effect, I think, as explained in my statement.

47197. There is a very large provident dispensary, is there not?—Yes.

47198. Your contention is that a large number of persons belong to the provident dispensary who can afford to pay a much higher fee than they do?—That is so.

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Decreasing status of guardians and reason therefor.

Failure of guardians to observe bye-laws as to relief.

Effect of socialism on numbers applying for relief.

Proposed reforms.

Superintendent relieving officers and cross visitors.

Case-papers. Re organised finance committee.

Need of precautions against fraudulent applications for relief.

Proposed German and Danish system of dealing with tramps.

Old age pensions. Need of improving standard of guardians.

Pauperising effect of existing system of medical assistance at Leicester.

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Low quality of medical assistance at Leicester, and causes.

Proposed scheme of medical assistance to the poor.

Question of payment by guardians of provident dispensary fees for the indigent.

Abuse of provident dispensaries and voluntary hospitals by the affluent.

Lack of accommodation in Leicester voluntary infirmary.

Deterrence of medical relief and effect thereon of separating infirmary from workhouse.

Leicester convalescent home and subscription of working classes thereto.

Proposed transfer of medical relief to the sanitary authority.

Question of advantage of whole-time district medical officers.

47199. You think that the quality of the medical relief in Leicester is low, because the medical men connected with the out-relief of the Poor Law and also with the work of the provident dispensary have not sufficient time to give to the individual cases?—That is my opinion.

47200. Your suggestion in Paragraph 17 is that medical relief should be given free by the Poor Law medical officer, and dispensaries should be restricted to those of a certain income, and that then the hospitals should be fed by letters of recommendation from the doctors who attend upon those two classes?—Yes, I think that would be a distinct improvement.

47201. Those who did not belong to a provident medical institution, but who were unable to pay for medical relief would have their relief paid for by the guardians?—That is so; at the same time the fees of the dispensaries are so very low that most people can afford them.

47202. Have you discussed that idea at all with other medical men in Leicester?—Yes, there is a general feeling among medical men who attend the poor, that they are imposed upon by people who are really able to pay better fees, and there is a general feeling that the out-patient department of the general infirmary ought to be vitally altered; patients have to wait there from two to six hours to be attended.

47203. That is on account of the number?—Because of the smallness of the staff, and the large number of patients attending.

47204. (*Mrs. Webb.*) Might I ask about the out-patients department, is it not rather doubtful from the point of view of infection, having so many people together who are *prima facie* ill?—Possibly it might be, but one or two small-pox patients have attended there and there has been no result.

47205. It does not sound very wise?—No, it does not.

47206. (*Chairman.*) Is there any difficulty about getting a patient into the general infirmary?—Yes, there is very often a difficulty, mainly on the surgical side; as a matter of fact there are 50 or more people waiting for beds at the present time.

47207. I suppose these people will not go to the Poor Law infirmary?—No, they are not the class.

47208. Should you say that the fact of medical relief being associated with the Poor Law is a deterrent to people making use of it?—I believe that was so more in the past, but I think it is less at the present time on account of the separation of the Poor Law infirmary from the workhouse.

47209. Should you say now, in the class just above the class that feeds pauperism, amongst the respectable poor, there is a reluctance to have recourse to medical relief?—Yes, speaking generally.

47210. Under your system there would still be the difficulty of providing proper accommodation for the in-patients, unless the general infirmary was enlarged?—Yes, it is in process of enlargement.

47211. In Leicester I think there is a convalescent home, is there not?—Yes, the last two or three years.

47212. And the working classes take a great interest in it?—Yes, they subscribe largely to it.

47213. You have had a very varied experience; you think that medical relief might be associated with the sanitary work?—Yes, the Poor Law medical relief. I think it would be an improvement on the whole.

47214. Would you take the infirmary too?—No, I speak of the Poor Law alone (including the Poor Law infirmary).

47215. That is the out-relief, domiciliary relief?—The medical out-relief.

47216. Would you have medical officers with salaries who should give their whole time to the out-relief work?—I do not know, it is an arguable question. I think the work is fairly well done at present, considering the rate of pay. The work should be better paid. They are over-worked, particularly when there is much illness.

47217. You have no very strong opinion one way or the other?—No, I have not. I do not think that it would make much difference on the whole.

47218. As regards Poor Law administration generally, Need of you would like to increase the difference of treatment between various classes whom the Poor Law relieves? With regard to the respectable and provident paupers, you would either give them an old age pension or you would put them in a separate building, and on the other hand, as regards the loafers or the wastrels, you would make their condition worse than that of people outside?—I would.

47219. You think that there is a good deal of room for this further classification or differentiation in Poor Law administration?—Yes, I think there is.

47220. Your view rather is that of recent years, owing to the changes in the process of manufacture, quickness counts a great deal?—Yes, that accounts for young people being employed.

47221. Should you say that the tendency to employ more and more youthful labour is on the increase?—I think that has been the tendency for the last ten or twelve years in Leicester, in fact, ever since the introduction of machinery.

47222. That is one of the reasons which has contributed to the heavy increase of rates in Leicester of recent years?—Yes, I think that is one of the reasons.

47223. You notice rather an increased reluctance on the part of the family to support the relatives?—Distinctly.

47224. You think the labour test, or so-called test, that was employed was not adequate?—There was no proper portion of work set to each individual.

47225. And not sufficient supervision?—I do not think that I should like to say that, but at the same time there was no definite amount of work given to each individual, that is to say, they were put on the land and expected to do as much as they could.

47226. There was no particular inducement to do as much as they could, or punishment if they failed?—No.

47227. Looking at it from a local point of view you are not very sanguine about the future administration of our Poor Law?—Not as it is worked at present.

47228. You think it is a bad plan that the guardians should be on the committees which administer relief to their own particular districts?—Yes, I am strongly of that opinion.

47229. I assume it is very difficult for anybody to become a Poor Law guardian, who does not stand on some sort of party ticket?—Yes, it is extremely difficult.

47230. Unless a man has means, or is specially well-known, or has exceptional ability, he has very little chance of getting in, unless he has some party organisation behind him?—It depends largely on the success of the party organisation, and also whether he is ready to promise practically anything: that gives him a greatly increased chance.

47231. For various causes the knowledge and experience of the guardians as regards their duties, is not increasing?—I do not think so.

47232. You have had some experience of the work, and you think that the duty of the Poor Law guardians is a very difficult duty?—It is; they are called upon to give some very difficult decisions which require a lot of thought.

47233. Thought and time?—Yes, thought and time.

47234. It has been suggested to us that the Poor Law functions of Leicester should be transferred to the town council. What do you think of that proposal?—It would require a separate committee, of course. I think the difficulty in transferring it would be the enormous amount of work which has to be done at present, I think, speaking generally, it practically takes two days of the week for a guardian to do his work.

47235. Would you say from your experience that the work of the guardians, the enquiring into cases, is not germane to anything that is done by the town council?—I do not think it is.

47236. It wants rather a special knowledge and special qualifications?—I think so.

47237. So you would not be in favour of that?—I should not mind it being co-ordinated, but it would

Increased juvenile employment and causes thereof.

Decreased filial responsibility.

Failure of the labour test at Leicester.

Objection to existing Poor Law system.

Evils of guardian administration of relief to constituents.

Political influence of Poor Law elections.

Decreasing status of guardian.

Question of transferring Poor Law to sanitary authority.

distinctly require a large committee working for that purpose alone.

47238. We have had it from other witnesses that there is a reluctance amongst well-to-do persons to stand as Poor Law guardians; that they are subjected to some unpleasant criticism. Have you any knowledge of that?—Yes, that is perfectly natural. In the first instance there are a great many people who would not care to stand politically and associate themselves with any political party; again, immediately a candidate comes out, the various societies, the Anti-Vaccination Society and so on, strive to get opinions from the candidate and that kind of thing, and then, of course, when they are selected they are subject to very considerable criticism. They spend a lot of time and get no thanks.

47239. They are criticised for discharging their duties?—Yes.

47240. And they are denounced even by name?—Yes, that occasionally happens.

47241. Have you any suggestion to make which would tend to remedy or improve that state of things?—Yes, as regards actual work I have suggested a superintendent relieving officer and a "cross visitor."

47242. You would also like the finance committee to have a greater power of checking?—Yes, I think so; that would be very desirable, if it could be worked on the same lines as the town council finance committee.

47243. You were a member of the Leicester Board of Guardians?—Yes.

47244. They have rules, have they not, in regard to the granting of out-relief?—I do not know that there are any special rules regulating the finance committee; they simply pass the accounts, that seems to be the chief thing. I do not think they have any power of controlling the various committees, as far as I know.

47245. Do you think surcharge is much of a check, as at present administered?—I do not think guardians like to hear the word.

47246. In your experience can you recollect anyone who has been made to pay?—It was generally assumed that the guardians were very frightened over that anti-vaccination agitation.

47247. You make a suggestion about the relieving officer, how would you increase his power, unless you altered his present relations to the committee it would be difficult to do so?—Yes, I think the relations would have to be altered. I think he ought to be made more independent, being a specialist.

47248. Would you give him a right of appeal to some supervising body away from his committee?—I think that would be advisable.

47249. That is not the practice in Leicester, is it?—I do not think so.

47250. In your judgment the tramp wards are quite useless at present?—Quite useless, there is no issue out of it. It does not improve them in any way. It is simply a thing that goes on, there is no reformation.

47251. With regard to (c) in your suggested reforms, "Each applicant should sign a declaration as to means, etc, and be prosecuted if the statements are found to be false"; is that each applicant for Poor Law relief?—Yes, that would be part of the case-paper system.

47252. That is pushing the case-paper system a step further?—That is so.

47253. You would hardly be able to enforce a penalty on a person who made a mis-statement of that kind?—I would allow the committee to determine whether the mistake was a grievous one or not, whether it was deliberate.

47254. Your punishment would be the refusal of relief?—In some way; I think it would be a good reason for refusing relief.

47255. (Mr. Loch.) You refer to a consumptive dispensary; Do you not think that could be started somehow in connection with the general infirmary or a municipal dispensary, rather than making it a dispensary of the sanitary authority?—No, I do not think that would work so well.

47256. Is not the whole question rather in its initial

stage, so that more experience is wanted with regard to it?—We are working more or less blindly at the present time; but it would be well to co-ordinate the work more.

47257. I mean with regard to the particular proposal of the consumptive dispensary?—It is a practical proposal, and it appeals to me as such.

47258. Certainly, I agree; but you refer to France. Voluntary there there are volunteers attached, as you know, no doubt, who look after the cases. Have you any such provision as that in connection with the sanitary authority now?—No, we have voluntary notification and health visitors, that is all.

47259. The health visitors would take up the dispensary work; is that your scheme?—No, they would visit the consumptives with a view of giving instructions and so on.

47260. Would you associate that with any other work of the same kind. Do you find, for instance, that cases come to you from various quarters now who are consumptives?—Do you refer to the Poor Law infirmary?

47261. I am referring generally to consumptives?—Need of At the present time there is absolutely no co-ordination in the work. The sanitary committee stops with simply giving advice coupled with a short educational residence at the infectious diseases hospital, on the part of a comparatively small number. The rest depends upon the private practitioners who attend the people. It is very unsatisfactory, because as a general rule they (the poor in such consumptives) do not get enough nourishment; the illness extends over a long time. More complete supervision is required for the public welfare, and more means of dividing them off to prevent them being a constant source of danger.

47262. Would you have the sanitary authority providing them with the food they want?—No, I should not go as far as that, but I think they might assist by providing a place to receive them.

47263. I was thinking of the matter as a whole. It seems to me that this proposal which is no doubt admirable in many ways, would divide the work up into two parts, the care of the case as a case, and the cure or medical attention of the case, one being in the hands of the sanitary authority, and the other, I do not know where. Who would do the other part?—The sanitary authority would practically control the whole arrangement.

47264. Who would pay for the food and so on, which was wanted?—In that case, if a sanatorium were provided in the country, no doubt it would fall on the corporation.

47265. But if it were a dispensary?—In the public interest I think the municipal council ought to provide that expense.

47266. Does it do that now, in any other sort of feature?—The council provides a milk depot for babies. They make a charge for the milk.

47267. Is your proposal that the sanitary work and the Poor Law guardians' work should both be undertaken by the municipal council?—Yes, I think it would be preferable to transfer the medical relief department to the sanitary committee.

47268. You would make these two things departments under the council?—Yes.

47269. So this proposal of yours really goes very much further; it suggests the transference of the whole of the medical relief to the council?—Yes; I think it would be better worked as a whole.

47270. What is the basis of that suggestion? Is it your belief that Poor Law medical relief does not reach the people quickly?—No, it is not that so much. The council on the whole is, I think, more liberal in its ideas. I do not look upon the guardians as being at all liberal in their ideas as regards the medical relief to the poor outside. The council often takes a broader view of matters of that kind. There is also the co-ordination aspect.

47271. Is it the inquiry that makes the difference? Do the Poor Law people make too much inquiry, in your opinion?—No, I do not think that is so in our case.

Dr. J. Dodd. 47272. Then where would the liberality come in ?—In the provision of facilities.

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47274. Do you mean that the council should become the centre for instituting new establishments ?—Yes, that is my idea, principally as regards consumption.

47275. It is not because the Poor Law medical relief is badly done that you are saying this ?—No. I think, on the whole, it is not badly done, but it is underpaid, and so far as it is underpaid, it is not well done.

Need of provision by the sanitary authority against phthisis.

47276. That would be altered by a change in the arrangements, would it not ?—It could be, but, at the same time, seeing that consumption is a very fatal disease, I think the medical officer of health could deal with it better if it were placed under his charge by some such arrangement as I suggest.

47277. Would you push your view very much further than that when you say that all medical Poor Law relief should go over to the council—at least that is what I understood you to say ?—That is so. At the same time, I look upon consumption as being the most pressing matter, from the fatally and co-ordination point of view.

Details and advantages of proposal to hand over medical relief to the sanitary authority.

47278. As I understand, you would have the voluntary hospital brought under the municipal council ?—No.

47279. I understood you to include in the medical Poor Law relief the infirmary ?—It would include the Poor Law infirmary, but not the general infirmary.

47280. Have you thought out at all what your staff would be ? Would you have two committees of the municipality each under a separate head, but co-operating, or would you put yourself as the officer at the head of all ?—I think the medical officer of health ought to be at the head of all as chief adviser and co-ordinator, the Poor Law infirmary, consumptive dispensary, etc., having their own medical control and committees.

47281. With subordinate committees ?—Yes.

47282. Then do you propose to transfer the system of investigation as to cases, I mean the Poor Law system of investigation ?—So far as consumption is concerned, certainly.

47283. But so far as medical relief generally is concerned ?—That would be a matter of detail. Those cases are pretty well worked as at present.

47284. You are content with it as at present ?—Yes, with the investigation as to medical relief.

47285. Would you say what you would distinctly gain, if you are content with it as at present ?—I mean that the system of attendance by the district Poor Law officers would remain practically the same as at present under my scheme.

47286. Then what would you gain by the change ?—We should gain co-ordination, which, I think, would be a great gain.

47287. That is so, but you cannot get co-ordination unless you have them both under the same chief ?—I think not. That is my idea: co-ordination through and by the medical officer of health.

47288. Would you not still have to get co-ordination in the same way as the voluntary hospitals, because, after all, they would continue to deal with a great many cases ?—I do not think it has any necessary connection so far as Leicester is concerned.

Need of restricting out-patients work of voluntary hospitals.

47289. Are not many Poor Law cases, or cases of that type, receiving outdoor relief at the hospitals ?—They may, but there is no necessity for them to do so, except perhaps some special cases.

47290. Still they are duplicating the work, are they not ?—In my opinion, the general hospitals are doing work that they ought not to do, and that there is no necessity for them to do.

47291. That is what I am coming to. Logically, you are driven to that, are you not, that is to say, you must make a change as regards the general hospitals too ?—Yes, they ought to make a change; they ought to re-organise.

47292. And you would suggest that ?—Simply by cutting off practically all the external department, except patients as recommended by medical men.

47293. That would be part of your scheme, really, would it ?—Yes, but I should prefer to see hospital boards reform the out-patient department themselves, so as to retain the voluntary principle intact.

47294. Would you ask for payment in cases admitted to either the reformed Poor Law hospital or the voluntary hospitals ?—As it is at present, the relatives who are legally liable are asked to contribute in the case of the Poor Law infirmary, but there is no contribution in the case of the general infirmary.

Question of payment by Poor Law or voluntary hospital patient according to ability.

47295. Would you look forward to the persons who are sent by the doctors paying, to a certain extent, for their maintenance in the hospitals ?—In the general infirmary ?—No, not at present.

47296. Do you think that ultimately it would come to that ?—I do think that it would be advisable. In the case of our general infirmary the working class contribute, I think, about 50 per cent of the expenses, and, therefore, they look on it as a right, more or less.

Contributions of working class to voluntary hospital at Leicester and reasons thereof.

47297. That is, all those who contribute ?—Yes.

47298. But take those who do not contribute, do they look on it equally as a right ?—They accept it, at any rate.

47299. Does your provident dispensary show any sign of growing ?—The provident dispensary has increased immensely of late years. I think about twenty years ago the numbers were something like 30,000; they are about 50,000 now.

Increasing membership of Leicester Provident Dispensary.

47300. Do you find that the medical men of the town are in favour of the provident dispensary system ?—It is a matter of *volens volens*.

Attitude of medical men to provident dispensary system.

47301. It is so strong ?—Yes.

47302. Do you think that, if they made your proposed change with regard to the municipality doing the work of relief on a liberal scale, that would in any way affect the provident dispensary movement ?—No, I do not think it would in any way.

Effect of proposed change on provident dispensary movement of transferring medical relief to the sanitary authority.

47303. Do the patients from the provident dispensary go to the voluntary hospitals ?—The dispensary patients go frequently if dissatisfied with the dispensary treatment or on advice from their doctor.

47304. Do the dispensary doctors attend at the voluntary hospital ?—No, they do not attend there at all.

Lack of operation between provident dispensary and voluntary hospitals.

47305. There is no link then between the provident dispensary and the voluntary hospital ?—There is absolutely no link; that is a deficiency.

47306. (Mr. Gardiner.) About the workmen's subscriptions to the general infirmary, is it a voluntary contribution, or is it a compulsory contribution deducted from the wages ?—It is deducted from the wages, as the results of persuasion.

Compulsory deduction from workmen's wages for contribution to voluntary hospitals.

47307. A penny a week ?—I am not quite certain, but it is something about that.

47308. A penny a week per £, is it not ?—Something of that kind; I know it is a fixed sum.

47309. Roughly speaking, what is the rateable value of the ordinary working-class houses in Leicester; would it be £13 a year ?—You see they do not pay the rates, there is a compounding system.

Compounding "rates" at Leicester.

47310. Are the houses mostly rated at about £13 a year ?—I could not say offhand, because I have not gone into the question.

47311. Do the guardians provide the drugs for the outdoor medical relief ?—No, they do not.

Provision of drugs for outdoor medical relief at Leicester.

47312. Then the outdoor medical officer has to find them ?—He finds his own drugs. It is a bad system.

47313. When you were on the board, could you not get them to alter it ?—I never took the question up, as a matter of fact; there are so many things to be done.

47314. You were on the board of guardians, were you not, until you became visiting medical officer ?—Yes.

47315. You resigned your seat on the board to take up that position ?—Yes.

47316. In paragraph 21 you refer to medical officers of health; practically the Poor Law medical officers have security of tenure, have they not ?—Yes, but I think there is a great deficiency in that respect as regards medical officers of health.

Need of security of tenure for medical officers of health.

47317. (Dr. Downes.) Have you served on the town council ?—No, I have never been on the town council.

47318. Are you on the general infirmary staff at Leicester?—No, I have never been connected with it.

47319. In paragraph 27 there is a sentence I do not quite understand. You say, "I am a believer in the old dictum that this class should be at least 'worse off than the worst-paid class of workers who support themselves.'" The tendency is now in the other direction. This applies to the house and not the infirmary." Do you mean to say that this tendency applies to the house, or that this opinion applies?—That ought to be to the Poor Law infirmary.

47320. The tendency or the opinion?—It means this, that I should be more liberal in my treatment of the poor with regard to sickness than with regard to ordinary relief, *i.e.*, I should pay less regard to classification, etc.

47321. It does not mean that the treatment in the Infirmary is tending to be worse for the people there than the condition of the worst-paid class of workers outside?—No. What I mean is that I should treat them more liberally in the Infirmary than I should in the workhouse.

47322. That is to say, your opinion applies to the house?—Yes.

47323. (*Miss Hill.*) Do you consider that the provident dispensary is a pauperising agency?—Yes, I do, inasmuch as it enables a certain class of people to get ordinary attendance at a rate below the rate they ought to pay, in my opinion.

47324. You think the payments to the doctors are too low?—I am quite sure of it.

47325. Has any attempt been made to raise them?—Yes. We did make a very determined effort some years ago, but we were defeated by the action of two or three of the staff. There was, however, a slight improvement as a result.

47326. They are paid so much a year for each member, are they not?—Yes, 2s. per year per member in the provident dispensary.

47327. (*Professor Smart.*) Have you any idea what the proportion of publicans to other members is on the board of guardians in Leicester?—I cannot be quite accurate without reference to the names, but I think we have two or three publicans (retired.)

47328. Out of how many?—Forty-eight.

47329. Can you tell me what is their particular interest in being on boards of guardians?—It depends on the person who wishes to become a member. Some have the ambition to see their names in the paper, some have ambition to do social work, some have got spare time. I think motives are very various.

47330. But that is not what I mean by an interest; at any rate it is not a liquor interest, and they are not doing any good to their own trade by that?—No; I do not think it touches the liquor trade at all, as far as I know.

47331. You do not think it does?—No.

47332. (*Mr. Benthams.*) If the Poor Law infirmaries were transferred to the sanitary authority, how would you deal with applications for relief?—That would be a matter of detail. I think it could be arranged.

47333. It is rather an important detail, is it not?—Just so. There are difficulties every way.

47334. Suppose a person made application to the relieving officer under the Poor Law, he might be sent to the workhouse, and immediately on arrival it might be found that he was suffering from some disease; would it be necessary to transfer him at once to the municipal hospital?—Yes. He is transferred now, and he would be transferred then just the same.

47335. An ordinary sick case is not transferred now, is it?—Yes. As soon as a person becomes sick in the workhouse he is sent off at once.

47336. Where to?—To the Poor Law infirmary.

47337. But the Poor Law infirmary now is under the same management as the workhouse?—Yes, that is so, but different committees and staff.

47338. Suppose he had a wife and family at the time the wife and family would remain in the workhouse or in the institution belonging to it, and the father would be sent off to the municipal hospital?—Yes.

47339. Then all connection between the two would practically be severed?—No; for the simple reason that

as soon as a person gets better he is sent back to the workhouse if he has no home to go to. *Dr. J. Dodd.*

47340. Do you mean that he would not be allowed to take his discharge from the municipal hospital, but that he would be sent to the workhouse to take his discharge there with his family?—Yes, that is so.

47341. He would really be a prisoner then in the municipal hospital?—I believe the guardians have certain regulations on the point, for instance, that a man is responsible for his family, and that he must take them out with him; and of course that really would operate in such a case. (*The witness subsequently explained as follows:*—"I find on inquiry that this applies to persons who are likely to desert their families. If there is no such suspicion he is discharged in the ordinary way.")

47342. That would mean a very close touch with the municipal hospital, would it not—a very close connection between the two?—We have no municipal hospital at present.

47343. I am only imagining it in operation, according to your suggestion that the hospitals should belong to the municipality and not be under the Poor Law?—I never suggested that the general infirmary should be connected with the municipality.

47344. You mean, I think, that a public institution for the treatment of the sick should be under the sanitary authority, instead of under the Poor Law authority. I think that is what you suggested?—I suggested that with reference to consumption alone. I have never contemplated that the general infirmary should be allied with the municipal authority.

47345. Did you not contemplate that the Poor Law infirmary for all cases should be under the sanitary authority?—That is different. That would go over if the Poor Law service were transferred, it would be transferred too.

47346. That is another matter. Are you thinking now that the whole of the Poor Law business should be transferred to the municipality and be worked by a committee of the municipality?—That would be a necessity

47347. (*Mrs. Webb.*) By the whole, you mean the whole of the medical portion, do you not?—Yes.

47348. (*Mr. Benthams.*) I thought you intended the whole Poor Law work to be transferred to the municipality and to be worked by a committee of the corporation?—The whole of the medical portion of the Poor Law.

47349. But only that?—Yes, only that.

47350. Then you would leave all the rest under the Poor Law, as it is at present?—I was not considering that. I was considering the question of the medical portion.

47351. I was assuming exactly that position in my previous question, namely, that the Poor Law part of it, that is, the aged and infirm, would remain under the Poor Law—under the board of guardians, or it might be known by some other name—and all the sick institutions would be transferred to the sanitary authority. Is that what you mean?—That is what I mean—that the ordinary working should remain as it is at present, but that the medical portion should be transferred.

47352. The transference from one institution to another would be very frequent, would it not?—From the infirmary to the Poor Law?

47353. Yes?—It is so at present.

47354. But it is not between two authorities now. Then it would be between two distinct authorities, each of which would have power to refuse or to admit from the other institution?—Yes; but I think in practical working that would not apply.

47355. Usually friction does arise, does it not, when there are two authorities, each having their own opinion as to whether a person should be admitted or discharged?—We could not have more friction than is possible to occur at present. For instance, if the workhouse medical officer takes one view and I take another it causes friction at present.

47356. Is not the medical officer of the workhouse at the present moment the medical officer of the Poor Law infirmary?—No, we are separate.

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Difficulty as to relief of family of patient of the sanitary authority.

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Dr. J. Dodd. 47357. Is he not connected with the Poor Law infirmary?—No, he has no connection with it whatever except sending patients from workhouse.

Proposed transfer of medical relief to the sanitary authority and difficulties in connection therewith. 47358. Then it is a question of the opinion of two medical men?—That is so. 47359. Under the same authority?—Yes, at present. 47360. In case of difference it would be referred to the head of the department, would it not; which in this case would mean that the board of guardians would settle it?—Yes, if we submitted it to them.

47361. I was assuming that you would not settle it without submitting it to them?—We have got a certain amount of power.

47362. But when you both come to a deadlock you must submit it to somebody?—That would be so—naturally.

47363. You would be submitting it to the one authority under which both officers are working?—Yes.

47364. That would not be so, if the municipality were dealing with the one institution and the Poor Law with the other?—I take it the municipal committee would determine it, just as the Poor Law people do now.

47365. Then as to the gain, you see you would have two committees to deal with it, those two committees would have to come together, and they would each uphold their own officer probably?—Yes, possibly.

47366. And therefore the friction would remain?—I am not assuming at all that that which I propose would be a perfect system; there is no system that is perfect in its working. But I think on the whole it would be better than the present system. I recognise that there is a little difference in detail which would require working out.

Advantages of proposed transfer of medical relief to the sanitary authority. 47367. What would you gain?—I think we should gain co-ordination as regards the treatment of the sick poor, and ally this work with the work of the medical officer of health.

47368. There would be less co-ordination between the sick and those just on the verge of sickness, where there was a doubt as to the advisability of their removal to an infirmary?—The medical officer of health is the medical authority in the town, and it is advisable that he, as far as possible, should control the whole public health work, if I may so call it. I think there would be a distinct advantage in the way of co-ordination.

47369. Would you hold that with regard to a simple chronic ailment like asthma?—I do not quite see the bearing of that.

47370. Would you hold that a simple chronic ailment like that was any concern of the medical officer of health?—Under the proposed system, I do not think the medical officer of health would have anything to do with the actual treatment. He would simply have the reins in his hands, and so would be able to co-ordinate the whole work better. It is too separated now, and there is no union.

47371. Would there be any gain as far as the patient was concerned; would he be better treated?—I think it would practically make no difference to the patient, but it might make a difference as regards preventive diseases.

47372. But you are not applying it to preventive diseases, as I understand?—Take, for instance, consumption. At the present time it depends on voluntary effort, and that means a great many deaths which ought not to occur, because it depends on the medical man alone. If it were properly organised under the medical officer of health, the consumptive cases would be properly safeguarded.

47373. There is nothing whatever to prevent that being done now, is there?—No, I do not think so.

47374. Then why is it not done?—There are a great many things which ought to be done, but which are not done.

47375. It does not need any new machinery in order to ensure that. It could be done, could it not?—I am simply contemplating that in any alteration of the Poor Law it would be advisable under the circumstances.

47376. In order to gain some advantage which can be

gained without that alteration?—It would be an advantage from the point of view of co-ordination. Advantages of proposed transfer of medical relief to the sanitary authority.

47377. In order to deal with consumptive cases, it is not necessary that there should be any change whatever, the sanitary authority could deal with them now, and could provide properly isolated hospitals for them and could maintain them?—Providing the thing is done, it does not matter to me how it is done; the thing is to get it done.

47378. (*Mrs. Webb.*) With regard to the transference of the Poor Law medical authority to the sanitary authority, you are in favour of that, because it would lead to more prevention of disease with regard to phthisis and other diseases?—Yes; I think it would be better all round.

47379. Most diseases may be considered preventible, may they not, if you take infection and bad habits and bad environment into consideration?—Yes, of course, to a certain extent.

47380. Even pneumonia, asthma and rheumatism may soon be regarded as preventible diseases?—We should scarcely put them in that category at present.

47381. When you consider the effect of environment on health, would they not be so classed?—From that point of view, yes, but then, of course we are considering the case of Utopia.

47382. I mean to say from a practical point of view, if you had a great deal of rheumatism and illnesses which came from damp and unhealthy conditions, it would be desirable that the medical officer of health who dealt with sanitary nuisances should know of that, would it not?—He does at present, that is specially his business.

47383. But he does not get notified to him the cases of rheumatism?—No. We only notify a certain number of cases—I think about seven or eight diseases according to the Act.

47384. Supposing you had the district medical officers working as you suggest under the medical officer of health, that would be a way of the medical officer of health finding out the existence of these diseases in certain parts of the town, would it not?—That, of course, would depend upon the regulations that were made.

47385. But that would be one of the advantages of it, would it not?—I was really contemplating it more from the point of view of the patients. I think the patients would benefit more.

47386. Do you think the patients would be more likely to accept medical treatment, if it was unconnected with the Poor Law?—It just depends. Are you speaking of the Poor Law patients alone?

47387. No, I am speaking of the people just above the pauper class?—In Leicester they are amply provided for by the dispensaries. Question of sufficiency and quality of provided dispensaries.

47388. But you do not consider that kind of medical treatment is very efficient?—It is not, in so far as the medical doctors are badly paid, and consequently they have too many patients to attend to for the money; they have not the time to attend to them. Leicester.

47389. Do you consider that the municipal treatment of infectious diseases pauperises people?—I am afraid it has got a little tendency in that direction. Evil effect of gratuitous treatment of disease by the sanitary authority.

47390. Do you object to it on that ground? I see you recommend that you should extend it to phthisis?—No, I do not object to it, because I think it a necessity for the public safety in the case of infectious diseases. At the same time I do not think it has a good moral effect when people get things given to them that they are in a position to pay for.

47391. But you consider that the importance in phthisis, for instance, of stamping out the disease counteracts that?—The importance is so great in the case of phthisis that I think special efforts ought to be made, as I have indicated, by the municipalities.

47392. (*Mr. Bentham.*) Would not that tendency to pauperisation be very great if ordinary medical relief was given by the sanitary authority?—I did not contemplate that at all.

47393. (*Mrs. Webb.*) All that you want is that the Poor Law medical relief should be under the public health authority?—Yes.

47394. Both the indoor and outdoor medical relief?—Yes.

47395. (*Mr. Russell Wakefield.*) What is your objection to the whole of the work of the guardians being transferred, say to the borough council?—I think the main objection is that there is such an immense amount of it and the council have a fair amount of work to do already, and I doubt whether a council committee could spend the time upon it. It takes something like two days out of a week to do the Poor Law work now.

47396. Do you think that you would get a better class of person supposing that it was transferred to the borough council?—Very likely.

47397. That is one of the great difficulties of the system at the present moment, is it not, that the people you get to administer it are not quite of the kind that you would like to have?—That is so; they have not got the breadth of view that I should like to see, speaking generally.

47398. And the tendency is for the best people, the people keenest for public work in the locality, to go in for the borough council rather than to go in for the board of guardians?—The council work is thought to be more honourable, consequently it is more sought after.

47399. And would be still more sought after if it combined the whole of the government of the locality, which it does not now?—Yes, I think so, but there is room for difference of opinion.

47400. By extension of numbers, would you not secure people sufficient to do this work of the Poor Law guardians?—Yes; by creating fresh committees it could be done, if it could be shown to be practicable.

47401. Does it not complicate matters rather more to transfer some part of the power to the municipality rather than to transfer the whole matter?—It would be less revolutionary. I was contemplating it from the medical point of view.

47402. Yours would be less revolutionary, but it would bring in a complication which, if there was only one authority for the whole business, would not be brought in?—To a certain extent, yes.

47403. With regard to finding special people for the office of guardians, which is a great desideratum, that is never likely to be done, is it, so long as the boards of guardians exist as the least sought after authority in the constituency?—No; I am afraid it would be very difficult to get what I might call a very broad-minded class, unless by co-opting.

47404. (*Mr. Bentham.*) If you remove away the interesting part of the medical treatment from the Poor Law, what kind of person would you get then to administer the remainder?—I do not think the guardians take any particular interest in the medical portion of the work.

47405. Is that so?—Not as regards the district medical officers.

47406. Is that your experience in Leicester?—Yes. They take a fair amount of interest in the workhouse and in the Poor Law infirmary.

47407. I am speaking of the Poor Law infirmary; but

that would be transferred to the municipality, according *Dr. J. Dodd.* to your proposal?—Yes. They take a fair amount of interest in that institution. 25 Mar. 1907.

47408. (*Mr. Russell Wakefield.*) Mr. Bentham's question is this I think. At the present moment you do not get a satisfactory class of persons as guardians; you wish to remove what after all is a very important part of their function from them; are you not likely, therefore, to get a less satisfactory class of guardians, if they only have the rest of the work to do?—I do not think it would make very much difference that way. I look upon it as an advantage for them to have less work, and I do not think it would affect them particularly.

47409. Do you mean that the class of guardians is at present such that there is no class you can get below them?—I should not like to go as far as that—no, I should not like that to go forth. What I mean is that in my opinion the Poor Law requires very efficient guardians, and I should like to see the best possible class. I certainly should not say we have got the lowest.

47410. (*Mrs. Webb.*) Would it be an advantage that the district medical officer should have as an outlook the possibility of becoming medical officer of health? He would have that if he were in one service, would he not?—I do not think that would be possible at present, because the medical officer of health is a specialist in his work, absolutely. Question of promoting the district medical officer to be medical officer of health.

47411. But it has been pointed out to us that it would be very much better if specialism was put on the top of some practical knowledge of treatment?—Of course that could be done. A law might be made that a man should not become medical officer of health unless he had been a certain number of years in practice.

47412. Without the law, if you had this municipal service which combined treatment with prevention, you would have a tendency to begin as district medical officer treating patients and then to become medical officer of health, if a man was sufficiently able, afterwards, would you not?—But he would certainly have to get his diploma.

47413. His D.P.H. you mean?—Yes, he would require that. The tendency is nowadays for a municipality to select men who have had experience in other towns.

47414. But you must begin somewhere?—Yes, that is so.

47415. (*Miss Hill.*) Supposing you increased the borough council by a sufficient number of members to enable them to do easily the guardians' work, would you not get a very unwieldy body for administrative purposes, the borough council is fully large now, is it not?—Yes, it is large. Question of practicability of sanitary authority undertaking the guardians' work.

47416. And the men very busy?—Yes, they are.

47417. Therefore, if you add a large department of work like that at present under the Poor Law, you would have to increase the council very largely, would you not?—Very largely indeed.

47418. And then you would get a very unwieldy body for administrative purposes?—That was my idea, and that is why I should hesitate to recommend that the whole of the work should be transferred. The body would be very unwieldy.

Mr. SAMUEL HUDSON, called; and Examined.

47419. (*Chairman.*) You are an official valuer of the Ancient Order of Foresters and a Town Councillor of Leicester?—Yes.

47420. I believe you have been for many years very closely associated with the Ancient Order of Foresters, which is a very powerful organisation in Leicester?—Yes.

47421. You have prepared for us a statement, I think, which we may treat as your evidence-in-chief?—Yes.

(*The Witness handed in the following Statement.*)

1. I am, and have been for many years, closely identified with the Ancient Order of Foresters.

(I) *Account of Operations, Subscriptions, Benefits, Wage Limit of Members, etc.*

2. The Ancient Order of Foresters, as is well-known, is one of the largest and most important of the affiliations.

Its objects are carried into effect by means of branches called Courts. In well-defined areas Courts unite for specific purposes, and the amalgamations are known as districts, and usually take the name of the locality in which they operate. The Leicester District Ancient Order of Foresters is one of these unions, and is composed of fifty-two Courts, six of which are exclusively for female members.

3. The principal benefits provided are weekly sums paid to members who are sick, and sums payable at death. The assurance of sums at death is extended to members' wives, and also to widows of members.

4. The membership is as follows:—

Members	-	-	-	-	7,342
Wives of members	-	-	-	-	4,464
Widows of members	-	-	-	-	34
Total	-	-	-	-	11,840

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5. The annual receipts and payments are as follows :—

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	Receipts.	Payments.
	£	£
Sick and Funeral Fund -	6,337	5,973
Interest - - - -	1,898	Nil.
Medical Aid - - -	1,327	1,327
Management Fund - -	1,348	1,370
Subsidiary Benefit Fund -	294	289
Totals - - -	£11,204	£8,959

6. Although each branch has the right to fix its own scale of benefit, provided contributions are adequate, there is very little variation among the forty-six courts for men, and there is absolutely no bar to membership arising from wages, whether little or much. The benefits for women in sickness and at death are somewhat less than those for men, but there is an allowance at confinements about sufficient to pay for medical attendance.

II. Whether possible to provide for Old Age Pensions by Friendly Societies.

Possibility of friendly societies providing old age pensions. 7. I should say that theoretically it is possible, but that practically it is impossible to provide old age pensions by friendly societies. My own society supplies perhaps the best evidence of this paradoxical assertion. Twenty-three years ago the Order instituted an old age pension benefit, with premiums on the lowest possible scale, and every facility and encouragement given to induce members to participate in the movement, but out of a membership numbering 500,000 when the rule was adopted, and a subsequent increase of more than 50 per cent., there has never been more than six individuals take advantage of the scheme, and at the present moment there are only two. It is true that a few of the branches of the society have established pension funds on their own account, but the result of their efforts only serve to show the futility of a voluntary movement in this direction.

Difficulties as to provision of old age pensions by friendly societies. 8. It is easy to see why failure has attended, and probably always will attend, these efforts. When the premiums are fairly light, that is to say, when the prospective annuitant is young, the benefit is so remote, and its advantages so hazy to him that there is no wonder that he is unwilling to make the necessary present sacrifices. When he reaches middle-life, and begins to appreciate the necessity for provision for old age, then he finds the premiums simply prohibitive, and probably his powers to meet them much less effective than in his younger days.

III. Effect on Friendly Societies of : (a) Free Medical State Relief ; (b) Voluntary Hospitals ; (c) State System of Old Age Pension ; and (d) Freely given Poor Law Out-relief.

Effect of free medical relief on friendly societies. 9. (a) I am of opinion that free medical State relief would rank very little higher in the public estimation than does the provision of medical aid under the Poor Law at the present time. Only the most destitute would be likely to accept it, and it is notorious that members of friendly societies are very rarely reduced to such a state.

Co-operation of friendly societies with voluntary hospitals. (b) Friendly societies have, so far as my experience goes, always worked well in conjunction with voluntary hospitals, and they are always ready to contribute to such institutions to the extent that their funds will permit.

Effect of old age pensions and freely given out-relief on friendly societies. (c) A system of State pensions on the lines advocated by Mr. Charles Booth would, I am perfectly satisfied, be an immense advantage to friendly societies, but it is only fair to say that my opinion is not shared by a number of our prominent men.

(d) Freely-given Poor Law out-relief would, in my opinion, have little effect on friendly societies, as the number of members accepting it would be very limited.

IV. Whether Friendly and Thrift Societies are progressing now as rapidly as they did, say, Ten Years ago.

Progress of friendly societies. 10. There has undoubtedly been a check upon the progress of friendly societies during recent years in regard to membership, but financially they have been gathering strength from year to year, a fact of infinitely greater importance than the mere accession of numbers.

47422. (Chairman.) In Paragraph 4 you give the Number of membership of the Leicester district of the Ancient Order members in of Foresters as 11,840 ; are those all within Leicester ?—Leicester They are within Leicester and a radius of perhaps a dozen Ancient Order of miles. Foresters.

47423. There are separate branches in the society which I think you call " courts " ?—Yes, that is so.

47424. And although each branch has a right to fix its own scale of benefit, in practice there is not much variation ?—Very little indeed.

47425. Your view as regards old-age pensions is that at present it is possible for the societies to provide them, but as long as wages remain at their present level it is in practice almost impossible ?—That is so. Failure of scheme of old age pensions by Ancient Order of Foresters and reasons therefor.

47426. You make a rather remarkable statement which I should like to get in evidence here. Out of a membership, as I understand it, of 500,000 when the rule was instituted by which an old-age pension at a very low premium was possible, not more than six individuals took advantage of it ?—That is so ; and there are only two now remaining of those.

47427. Have you ever talked to the officials of other bodies of a similar character upon this subject ? Have they ever tried experiments of the same kind ?—Yes.

47428. Has the result been pretty much the same ?—Very much the same.

47429. I think you give very good reasons why the attempt failed. According to your judgment, the idea of anything like a general old-age pension to be provided by the friendly societies is, under present conditions, an impossibility ?—That is so.

47430. Now we come to what the effect of certain possible changes might be upon your society, You think that if medical relief was made generally free, that benefit would not be largely taken advantage of by members of your society ?—That is so. Effect of free medical relief on friendly societies.

47431. You think that they would look upon it as much the same thing as medical Poor Law relief ?—As parish relief, really.

47432. I suppose it is very rarely that any member of a friendly society becomes a pauper ?—I made the statement in Paragraph 9 (a) from what I thought to be correct information ; but I thought I might make myself quite certain, so I sent a question round to the whole of the branches with which I am connected in Leicestershire—fifty-two of them altogether. I find that, at the present moment, or rather at the moment when those papers were filled in, out of 7,342 members we had six individuals in the poorhouse. Of those six, one was twenty-seven years of age, and a lunatic ; and another was forty years of age and an imbecile ; and the other four might be taken to represent the actual numbers out of the 7,342 who have come on to the Poor Law. I think that proves my statement. Number of members of friendly societies becoming paupers.

47433. I suppose there are a certain number of your members who are in receipt of outdoor relief ?—I think you might take it that the percentage of those would be very little greater than what I have given you for indoor relief.

47434. Whilst we are on this point, I might tell you that we have been informed that in various towns, such as Huddersfield and Birmingham, there is rather a feeling of resentment amongst the friendly societies at the action taken by certain guardians by which they give very little outdoor relief to the members of friendly societies ; and, in consequence, combined action was taken to get these societies more adequately represented on the boards of guardians. Had you any knowledge of that ?—At one time, if a member of a friendly society received any relief whatever from his society, that was taken into consideration by the guardians in granting the Poor Law relief. There was an organised attempt to get that altered, and I am glad to say that it has been altered, and that, up to a certain amount, what a member receives from a friendly society is not taken into consideration in granting relief. Attitude of friendly societies as to Outdoor Relief (Friendly Societies) Acts.

47435. It was suggested to us by one witness that there was rather a feeling amongst the members of friendly societies that they had not been very fairly treated by the guardians, and in consequence they had combined in order to get representation on the boards ?—I think you may take it that that was the only ground—that because a

man had been provident, and had saved something for himself he was to be, to a certain extent, debarred from the benefit which the improvident could always get.

47436. Going on to the question of old-age pensions, you think that an old-age pension on the lines indicated by Mr. Booth would be advantageous to friendly societies?—I am quite as certain of that as it is possible to be certain about something that has not happened.

47437. But you fairly say that there are a good many opinions amongst men of experience to the contrary effect?—I say that a good many of our leaders have held a different opinion, but I am glad to know that they are changing their opinions. Notably, I might mention the permanent secretary of our great Order, who at one time was one of the strongest opponents of State pensions, so far as friendly societies are concerned, and who is now preaching exactly the same doctrine as myself, namely, a universal pension.

47438. The idea which has been put forward by certain witnesses is that friendly societies at present suffer a good deal from the permanence of the sick pay which they have to give to their members?—That is so, and that is one of the reasons why I should advocate a State pension. When a man gets old, it is difficult to discriminate between the infirmities of old age and actual sickness, with the result that under the name of sickness he gets a pension.

47439. His sick allowance in certain cases becomes, in fact, a permanent pension?—Yes.

47440. Have the societies generally suffered financially from this?—Yes, because, unfortunately, their tables were not based upon a pension; their tables were only based upon ordinary sickness.

47441. Assuming there was a system of pensions, how would the benefit societies come in? What inducements could they offer to persons to join their ranks?—The ordinary benefits in sickness seem to me to be the great attraction all through, or at any rate, those and the amount payable upon the death of a member. I think the attractions would be quite as good if a State pension was enforced as they are now.

47442. Has your society ever turned its attention towards insuring against unemployment?—No, we have not done that; but unfortunately we pay for it. I mean to say, it very frequently happens that when a member is out of employment he is also sick.

47443. I suppose it is not practicable to do that, so long as your society is composed of members of so many different trades?—I do not think it would be practicable in any case.

47444. I assume that it must be a uniform insurance, and therefore all the persons insuring must belong more or less to the same trade?—I suppose it would have to be so in the case of insurance for unemployment.

47445. Has the question of unemployment ever been discussed by your society?—Not from the point of view of providing a benefit fund; but it has been discussed lots of times from the point of view of its influence upon the draining of our funds.

47446. Looking at the fluctuations of trade, would it not be very useful if you could have some form of voluntary insurance against temporary unemployment?—In my opinion it would, but I think it would have to be something quite separate from the ordinary sick societies, that is, from the ordinary friendly societies.

47447. And that it should partake much more of the nature of a regular insurance?—That is so.

47448. You say that freely-given Poor Law out-relief has affected friendly societies very little?—Very little; I deduce that from the fact that there are so very few of our members receiving it.

47449. How do you account for the check in the progress of friendly societies in regard to membership? Is it that the young men of the present day do not look forward as much as their ancestors did, or what is the cause which prevents their joining?—I think there are several reasons which might be adduced, and all of them cogent reasons. The first is that, in my opinion, the ground is very much more closely covered than it was some years back. The great organisations, such as my own and the Manchester Unity of Oddfellows, have in recent years discovered that they began on wrong lines, and they have

had, therefore, to take up financial reform, which has meant an increase of premiums; and that has had the effect that a number of other societies, who believe they can do better than we, are offering the same benefits at reduced terms. Consequently we do not get the new members. I think I ought to qualify that statement in regard to the numbers decreasing. I think it might be said that there are a larger number of organisations into which people can go than there used to be, and it is only what I may term the more progressive societies, which, because of the extra contributions they are charging, are not getting the numbers that they ought to. The sick and dividend societies, for instance, have done a vast amount of damage to the true friendly societies.

47450. Are the sick and dividend societies those which are vulgarly known as the slate clubs?—Yes.

47451. Making a general survey of the situation, would you say that the number of persons belonging to societies of the general character which you represent, has in the aggregate, increased of recent years?—I think if you take the whole of them, you will find that they have increased but very slightly, and that they have not increased to the extent that they used to. That is owing to what I stated at first, namely, that the ground is more covered to-day than it used to be, which means that there are not so many young men out of a friendly society of some sort as there used to be.

47452. There has been a good deal of distress in the boot trade; do many belonging to that trade belong also to your society?—Not so many as you would imagine, inasmuch as—and here I come to another competing society—the boot trade have a friendly society of their own. The men are practically compelled to join those societies, and they are not able to keep up their membership in two. Unfortunately, these shop clubs, if I may call them so, are working on the lines that we began with fifty years ago, and ultimately they will come to grief, as many of our branches have.

47453. What other big trades are there in Leicester besides boot making? Is there not hosiery?—Hosiery and the boot trade form the two staples.

47454. Are there a great many of your members who are in the hosiery trade?—We have numbers both in the boot trade and in the hosiery trade.

47455 (*Mr. Russell Wakefield*.) Do you think that the higher wage has had rather a bad effect on friendly societies than otherwise, and that the feeling that they are earning more, instead of leading to thrift, has led men into increased expenditure?—I think that is possible in some cases, but I do not think it is general.

47456. The teaching of thrift has gone out altogether in a very great measure from a particular class of workmen has it not?—That is so.

47457. It is only since the higher wages came in that that has been so in a great measure, I understand?—Yes.

47458. I was rather struck with your words that when men are out of employment very often they are also sick; do you mean that that is the consequence of their being out of employment, because they are getting less to eat, or what?—I am afraid that I must say that is due to malingering, to some extent.

47459. That is what I wanted to get at. What you mean is that because they are out of employment, it is rather easy to manufacture an illness in order to get upon the funds?—That is so.

47460. How do you check this kind of thing?—Unfortunately we cannot always check it. We have to depend largely upon our medical men, who examine those who want to come upon the funds, and we also have weekly visitors to the sick.

47461. It does seem as if it ought to be quite easy to distinguish between real illness and malingering in a case like that, where a man is out of employment?—If a man says he has the backache, it is difficult to say that he has not; and it frequently happens that things of that sort are said.

47462. Would the tendency of the doctor be rather to accept the illness than not to do so?—I do not think our medical men would do it wilfully, but I am afraid they do it.

Mr. S. Hudson.

25 Mar. 1907.

Effect of slate clubs, etc., on friendly societies.

Progress of friendly societies.

Special "trade" friendly societies at Leicester.

Effect of increased wages on friendly society membership.

Malingering men out of unemployed members of friendly societies.

Mr. S.
Hudson.

25 Mar. 1907.

Effect of old
age pensions
on thrift.

47463. Out of tenderness of heart?—To some extent that may be. At any rate, it is an absolute fact that when employment is short the sick pay does go up.

47464. How would you answer this question in regard to old-age pensions and friendly societies, which might be asked; Would there not be less inclination towards personal thrift if a person knew that at a certain age he was bound to receive a pension?—It is possible that might be so in some cases. But my opinion, from a very close and intimate knowledge of the working people, is that it would be more likely to have the affect of their trying to get a little more, in order to augment the State pension which, of course, would never be large enough to keep them altogether.

47465. The State pension would be sufficiently large to encourage them to pay a little more in order to have an adequate amount?—That is my view of the question.

47466. I wanted to get that as the answer—that the effect of a State pension which was not in itself quite adequate, would at any rate be sufficient to encourage a person to thrift, who, very likely, is not now thrifty?—I think in the great majority of cases that would be the effect.

47467. (Mr. Bentham.) You would, therefore, advocate that the State pensions should not be adequate, in order to encourage people to thriftiness, would you?—No, I am not going quite to say that, but I am looking at the possibilities. We know that it will be a difficult matter to establish pensions on the orthodox lines, that is, of 5s. a week.

47468. There is nothing to prevent an old-age pension being adequate, is there, except the question of finding means?—Except finding the means.

47469. That is the question of cost. That is not insurmountable, is it? Do you look upon it that it is, and, therefore, there should be limitations?—No, I do not. I judge it rather more from what other people would say and do in the matter. I do not expect that we shall ever get—in my time, at any rate, or for many years to come—anything more than is talked about now, that is, the 5s. a week. But I do not see why it should be limited.

47470. I can never understand why a person may be induced to save if he knows the State will provide him with 5s. a week, and will not be induced to save if he knows the State will provide him with nothing at a given age. Does not one usually exercise thrift in order to provide for one's self in time of want?—The thrifty do so, and if they were all thrifty, they would not need the pension at all; but, unfortunately, the bulk of our working men are not thrifty.

47471. You think the best way to make them thrifty is to give them something which is the outcome of the thrift of other people, in order to encourage them to be thrifty?—If I were to answer, I should say I do think so, and if I were to be asked the reason, I should say that those who are thrifty to-day have to keep the unthrifty, and it costs them more than the 5s. a week.

47472. In Paragraph 9, as to the effect on friendly societies of free medical State relief, I think you mean to say that it would have very little effect?—That is so.

47473. I take it you mean very little effect upon the members of friendly societies?—That is it.

47474. But the question is, what effect has it on the general public, and then how is that reflected on the friendly societies movement?—I must be excused from giving an opinion, as I really have not one, as to the general public. The question that I was asked is, what effect it would have on friendly societies. In my opinion, it would have scarcely any effect at all, for the reason I have given, that we have practically no members in receipt of Poor Law relief.

47475. Is it not likely to prevent the growth of friendly societies, if in the time of sickness they could have an adequate allowance from the State, and also be provided with a medical man? There would be no need for a friendly society at all then, would there?—So far as regards the allowance from the State, it is not suggested that that allowance should be given until the man becomes an old man, many years after he could join any friendly society whatever.

47476. I was thinking of the paragraph a little lower down with regard to freely-given Poor Law out-relief. Supposing Poor Law outdoor relief was freely given, and also that there was free medical relief, men would have no need whatever to join friendly societies, would they?—I think they would do so. I think the great bulk would prefer to make provision for themselves in that way, rather than to accept Poor Law medical aid or Poor Law relief of any other kind.

47477. Do you not think that Poor Law aid has been rather more freely accepted now than it was formerly?—I think that is because the needs are greater amongst the great mass of the unemployed.

47478. You think it is not due then to a feeling of dependence on the part of the people who accept it?—I am afraid my opinion is not worth much on that point.

47479. (Dr. Downes.) Do you find that malingering is increasing?—No, I do not think so.

47480. Have friendly societies ever discussed any possible remedy against the slate clubs which compete with them?—No; and yet possibly that is hardly the right answer. The only thing we can do is to educate our members as far as possible in the principles which underlie our work. But the people who go into slate clubs are, in the main, people who would never think of coming to us. There is just this element which has been coming to the front, and that is that the Sunday adult classes are going in for the same sort of thing. I regard their action as being a good deal more detrimental to our work even than the public houses.

47481. I suppose any such remedy as taxing them would be very difficult to carry out?—That I could not say. I should imagine the difficulty would be in getting the tax from that class of people, if you mean taxing the clubs themselves.

47482. (Mr. Gardiner.) You have made no effort, have you, to educate the parson or the minister of whatever denomination? He is responsible, is he not, for these P.S.A. slate clubs?—We have had one or two attempts in that direction. They are doing a good work, a splendid work, there is no doubt. It is from want of knowledge, I am quite certain, that they think they are also doing a good work in this particular direction, and they think they are counteracting the public-house. Unfortunately, while they are counteracting the public-house, they are also damaging, to some extent, the friendly societies who are on the right financial lines.

47483. Do you think your society, if I may put it in that way, and the Oddfellows have taken enough trouble over their juvenile branches? Is not the stagnation in numbers partly due to that?—No, I do not think so. There are very large numbers in the juvenile branches of both the Oddfellows and ourselves.

47484. Do you push them enough, do you think?—We push them as far as we can, and I am bound to say we have to depend largely upon them for the influx that we get.

47485. And to keep the average age down?—The average age is a thing that has gone by the board.

47486. Has it?—Yes, the average age is no good.

47487. As regards these 11,000 members who are within a radius, you say, of twelve miles of Leicester, how many are in the town of Leicester itself, could you say roughly?—We have 11,000 of all sorts, but our membership really is stated at the top of the schedule in Paragraph 4 as 7,342.

47488. How many of those, would you say, live within the Poor Law union of Leicester?—I should say about two-thirds.

47489. Do they agree with the policy which has been going on in Leicester for the last two or three years?—Yes.

47490. Do your members agree with that policy?—Yes.

47491. Do they vote for the labour ticket?—I do not say that our members vote for the labour ticket. We bar politics altogether, and it is not permitted in any sense to interfere with our work. Therefore, it is difficult for me to say anything on this point except from general observation outside.

Increasing
tendency
to accept
Poor Law
relief,
and its
causes.

Malingering
in friendly
societies.
Effect of
slate clubs
on friendly
societies.

Attitude
of clergy
towards
slate clubs, &c.

Decrease
in membership
of large
friendly
societies
caused
thereof.

Effect of
free medical
relief on
friendly
societies.

Friendly
society
membership
in Leicester.

Attitude
of friendly
societies
towards
policy of
Leicester
Board of
Guardians.

47492. I was only trying to get at whether any appreciable percentage of your members voted at Poor Law elections as far as you know, and whether if they did they voted for the policy which has obtained in Leicester during the last three or four years?—I could not give you a reliable answer on that point.

47493. Do the bulk of your members pay their rates in their rent, or do they pay the rates direct?—I should think the bulk of the members pay their rates with the rent and the landlord pays the rate.

47494. Have you any idea what is the rateable value of the houses in which your members live?—I should say generally from 5s. up to about 6s. 6d. a week.

47495. Are they rated at about £8 or £10?—Yes, they would be rated at from £8 to £10. *Mr. S. Hudson.*

47496. And a 1d. per week is compulsorily taken off the wages of the men who work in the factories for the purposes of subscription to the general infirmary?—I believe that is so, but I could not say of my own knowledge. *25 Mar. 1907.*

47497. If that is so, it would come to about 4d. in the £ on their rateable value, would it not?—Yes. *Compulsory deduction from workmen's wages for subscription to voluntary hospitals and results thereof.*

47498. Which they have to pay towards the support of general hospitals?—That is so.

47499. Then it is rather reasonable that they should think they deserve something, is it not? If we paid 4d. in the £ we should think we might get something back. should we not?—Yes.

EIGHTY-NINTH DAY.

Tuesday, 26th March, 1907.

AT THE FOREIGN OFFICE, DOWNING STREET, S.W.

PRESENT.

The Right Hon. Lord GEORGE HAMILTON, G.C.S.I., etc., etc., etc. (*Chairman*).

The Right Hon. CHARLES BOOTH, F.R.S.
Sir SAMUEL B. PROVIS, K.C.B.
Mr. F. H. BENTHAM.
Dr. A. H. DOWNES.
The Rev. T. GAGE GARDINER.
Mr. C. S. LOCH.
Mr. T. HANCOCK NUNN.

The Rev. L. R. PHELPS.
Professor WILLIAM SMART.
The Rev. H. RUSSELL WAKEFIELD.
Mrs. BERNARD BOSANQUET.
Mrs. SIDNEY WEBB.
Miss OCTAVIA HILL.

Mr. R. H. A. G. DUFF (*Secretary*).
Mr. J. JEFFREY (*Assistant Secretary*).

Dr. WILLIAM FREDERICK McALLISTER-HEWLINGS, called; and Examined.

47500. (*Chairman*.) You are the district medical officer of health and you are also the surgeon to the Provident Dispensary at Leicester?—I am.

47501. You have prepared a statement which, if you will kindly hand it in, we will treat as your evidence in chief?—Certainly.

(*The Witness handed in the following Statement*).

I beg to state that I am a Bachelor of Medicine residing in the poorest quarter of Leicester, holding the District Medical officership for the past ten years, also surgeon to the Leicester Provident Dispensary, Ancient Order of Foresters, Twentieth Century Friendly Society, and Public Vaccinator; Civil Surgeon to Admiralty and Local Volunteers.

Medical Assistance of the Poor.

1. *Sanitary Authority, Town Council, etc.*—The poor have the privilege of removal in infectious disease to the local isolation hospital without payment of any kind, or if detained at home can obtain disinfectants free of charge and have their homes stoved in addition to a printed list of instructions as to isolation, etc. In consumptive cases, if notified voluntarily, they have, if not advanced in that disease, a fair chance of open-air treatment at the hospital varying from four weeks to three months with the advantage of later stoving, etc. Weakly children can be artificially fed with sterilised and humanised milk obtainable at a small fee at the Corporation Milk Depôt, which I have found excellent in practice. In the diphtheria epidemic, antitoxin was provided at all the police-stations free of charge night and day. In the recent small-pox epidemic every possible persuasion was utilised by the Medical Officer of Health to ensure the vaccination of contacts and the immediate isolation of those affected. Personally, I have never found any difficulty in getting cases removed except in periods of

congestion due to epidemics, so in my opinion the sanitary service in Leicester is second to none.

2. *The Poor Law.*—My district is the poorest and most prolific as far as the poor are concerned; population in 1901, 23,447. The sick poor can, on obtaining an order from the relieving officer, *if the offices are open*, see their district medical officer either at his surgery from 9 to 10 a.m., or any time for an emergency, or if incapable may be visited at their own homes, obtaining medicines at the surgery at 6 p.m. *26 Mar. 1907.*

3. The following figures will illustrate:—
August (month of), 1906:

Medicine supplied, 403 bottles.
House visits, 179.
Surgery consultations, 152.

January, 1907:
Medicine, 509 bottles.
House visits, 475.
Surgery consults, 139.

Orders issued annually to me about 2,000.

4. Medical extras if ordered are always supplied promptly (*if during office hours*) and enquiry as to means follows.

5. There is never any difficulty in getting cases removed to the Poor Law infirmary except the delay in notifying the relieving officer, which cannot be helped under existing arrangements, emergencies excepted, when one can telephone direct and get the ambulance.

6. Three months papers are granted to aged out-door paupers and monthly papers for medical attendance in the ordinary way.

7. Fractures and surgical cases are ensured attention at the General Hospital by an annual subscription of £20 by the Board of Guardians.

8. Confinement orders may be obtained in advance in order to book the district medical officer.

Dr. William Frederick McAllister-Hewlings.

Particulars of work of district medical officer in Leicester.

Procedure as to medical extras at Leicester. Question of accessibility of medical relief at Leicester.

Medical relief orders for long periods. Subscriptions by guardians to voluntary hospitals. Arrangements as to midwifery cases.

- Dr. William Frederick M'Alister-Hewlings.*
- 26 Mar. 1907.
- Visitation of boarded-out children and imbeciles by district medical officer.
- Membership and fees of Leicester Provident Dispensary.
- Leicester General Infirmary.
- People's Dispensary.
- Medical Aid Institution.
- Leicester Friendly Societies.
- Private Medical Clubs.
- Leicester District Nursing Institution.
- Leicester Skin Hospital.
- Leicester Charity Organisation Society.
- Facilities for non-Poor Law medical assistance to the thrifty poor in Leicester.
- Abuse of Leicester Dispensaries and General Infirmary.
- Overlapping between agencies for medical assistance of the poor.
9. Children boarded out and also imbeciles living at home are visited once a quarter by the district medical officer.
10. Surgical appliances may be obtained on the order of the district medical officer.
11. *Voluntary Effort.*—We have various institutions enabling the poor to obtain medical assistance at a small cost.
12. *Provident Dispensary.*—Membership 50,798 with a small maternity home and cottage hospital attached where the fees are small. Fees for membership, 1d. a week, $\frac{1}{2}$ d. for children, $3\frac{1}{2}$ d. for man, wife and children under 14 years.
13. *General Infirmary*:—
 Out-patients annually 39,994.
 In-patients " 2,950
 Casualties " 13,836.
 Admitted by subscribers' recommendation.
14. *People's Dispensary.*—Membership 9,000 at same rate of pay as the Provident Dispensary.
15. *Medical Aid Institution.*—Membership 4,747, mostly Oddfellows.
16. *National Deposit Friendly Society.*—Membership, 2,800.
17. *Ancient Order of Foresters.*—Membership unknown; prescriptions annually dispensed, 33,500.
18. *Manchester Unity of Oddfellows.*—Membership about 18,000.
19. *Nottingham Order of Oddfellows.*—Membership unknown.
20. *Private Clubs controlled by Medical Men.*—Rate of pay same as Dispensary.
21. *Insurance Clubs.*—With medical aid attached.
22. *Twentieth Century Friendly Society.*
23. *Hearts of Oak.*—Friendly Society.
24. *District Nursing Institution* with eleven trained nurses averaging 2,008 visits annually, and supported by voluntary contributions.
25. *Skin Hospital.*—Where poor people may consult a skin specialist on the recommendation of a subscriber.
26. *Charity Organisation Society.*—Whose chief work is assisting the convalescent poor to a change of air.
27. *Surgical Aid and Water-bed Society.*—In order to supply surgical necessities to the poor on the recommendation of subscribers.
28. To comment on the above it is very evident that the thrifty poor can easily obtain medical assistance and medicine without application to the Poor Law. If in good health for one penny per week for adults, $\frac{1}{2}$ d. for children, or $3\frac{1}{2}$ d. per week for man, wife and as many children under fourteen as they possess, they can insure against doctors' bills or if ill may obtain subscriber's recommendations (sick cheques) at either of the dispensaries and have three months medicine and attendance for 1s., and 2d. for the card. If less thrifty they have still the out-patient department of the infirmary or the Poor Law to fall back upon. Unfortunately the class of persons assisted excepting Poor Law cases is often the class quite able to pay ordinary fees; both dispensaries and infirmary are abused to a great extent, but it is extremely difficult to check it. I cannot see, however, that these abuses to the slightest extent militate against the medical assistance of the really poor unless in the case of indoor accommodation at the General Infirmary.
29. Of course these facilities must necessarily overlap, to illustrate:—
 (a) The sick pauper in need of surgical assistance cannot obtain it at our present Poor Law infirmary and therefore has to go to the General Hospital.
 (b) The friendly society member in a long illness may be on quarter pay (*i.e.*, 2s. 6d. per week) and need poor relief either in medical assistance or medical extras.
 (c) The sanitary authority at present relieves the Poor Law in zymotic diseases.
 (d) The Poor Law infirmary relieves the General Hospital of its chronic cases or imbeciles.
30. If under one authority the sick poor could be sent direct to the General Hospital if requiring surgical assistance *without delay*, as the congestion is so great that there is often serious delay in obtaining surgical relief.
31. Again if some arrangements of old-age pensions could be arranged with the friendly societies, instead of their members dying in receipt of Poor Law assistance while their funds augmented to millions, we should have a condition of things which would materially relieve the rates.
32. Medical assistance to the absolute poor could easily be arranged here by the appointment of a competent surgical staff to our present Poor Law infirmary.* but the ban of "Poor Law" would still remain. Far better in my opinion would it be to manage all these matters as a corporation.
33. In my opinion the health of the community does suffer: Owing to insufficiency in numbers of district medical officers because the district medical officer is paid a paltry wage (£90 per annum in my instance,) therefore he has to augment his income by other work. The district medical officer ought to be absolutely barred from other practice, and have a bigger district. Again drugs, etc., ought to be supplied by the authorities. How is it possible for a district medical officer to interview 614 sick persons and supply 509 bottles of medicine of the *best quality* during one month for the sum of £7 10s. and keep his wife and children? I am fortunately able to do it because I hold the vaccinating appointment, but the district medical officer alone is in a parlous state.
- There are six district medical officers for the parish of Leicester, with a population of 211,581 for 1901.
34. The quality of the medical assistance is good *as far as time will allow*; I am often urgently required when unfortunately away, earning a living, and again, the question of drugs crops up, as antitoxin in a sporadic case of diphtheria or antistreptococcus serum in puerperal fever often required if case is unfit to move.
- The Poor Law.*
35. There is not much for me to say on the question of the experiments in Poor Law administration which have been tried in the parish of Leicester. Perhaps the so-called "labour test" strikes one as futile; chopping sticks and digging holes on the land and filling them up again tends rather to keep men on the test, because the labour is too light. To illustrate, on enquiry, men appear to stay on year after year. Example: A man, Tidmas, has been on four years, and also a collier, whose weekly wage was 28s. 7d., stated that "he was better off on the test." It is a well-known fact that these men, when their Committee begins to press them to get a job, leave the district in order to sponge on another Committee.
36. *Indoor Relief* as far as I know leaves nothing to be desired.
37. *Outdoor Relief.*—The aged and infirm appear to me as sufferers under existing arrangements; even as "approved cases" the maximum relief is only 5s. per week (*vide* "Year Book" 1906-7). Generally the rent of their room is 1s. 6d. per week, often more and then coal and light is required.
38. The aged and infirm may after living ten years in Leicester and subjecting their character to minute inspection, become "approved cases" and are then allowed 5s. per week. Man on labour test, with wife and four dependant children, receives 13s. per week, half in money and half in kind.
- During sickness if certified by the district medical office the same rate as above may be allowed to the destitute. Medical extras are always supplied on the order of the district medical officer.
39. The labour test men appear to me to get too much.
40. *Emergency Relief.*—Example: Confinement, patient exhausted, on enquiry only half a loaf of bread and some lard in the house, brandy required, time 4 a.m., no possibility of getting it through Poor Law, so district medical officer has to fork out. Could not a few necessities be kept at the central offices and dispensed on the district medical officer's recommendation?
- * At present cases requiring surgical assistance have to be referred to the General Hospital.

Deterrence of Poor Law and classes apply- ing for relief. 41. The decent poor would rather go anywhere than come under the ban of pauperism. Again, contact with Poor Law is infectious and we find the same class year after year applying for relief:—

- (a) The professional pauper.
- (b) The absolutely destitute.
- (c) The misfortunate, liable to develop as (a).

Causes of pauperism.

42. The chief *Causes of Pauperism* are:—

- (1) Drink.
- (2) Want of thrift.
- (3) Misfortune, plus large families, illness, etc
- (4) Ne'er-do-wells or unemployables.

Lack of thrift in Leicester.

43. In Leicester the want of thrift is very palpable; for instance, 59,000 insuring only against the doctor's bill instead of entering a friendly society and ensuring sick-pay as well.

Persons seeking election as guardians.

44. The persons seeking election as guardians are mainly labour agitators, retired tradesmen, political enthusiasts, utilising it as a stepping stone to council honours, and occasionally a pure philanthropist.

Proposed re-

forms:—

Whole-time

medical

officers.

Provision of

drugs.

Midwifery

fees.

Obstetric out-

fits and more

midwives.

Bronchitis

kettles.

Emergency

medical

extras.

Further

facilities for

medical

relief.

Proposal to

transfer

medical

relief to the

sanitary

authority.

Facilities for

medical

assistance of

the thrifty in

Leicester.

Leicester

Provident

Dispensary:

number of

members,

staff, etc.

45. *As to Reforms*, I would suggest:—

(1) All Poor Law medical officers to be paid a suitable salary with fixity of tenure and barred from outside practice.

(2) Drugs to be supplied by the authorities.

(3) The present obstetric fees to be altered to £1 1s. all round. Now, 10s. 6d. for normal case often entailing a wait of an hour or so, and £2 for instrumental delivery which may be completed in twenty minutes.

(4) *Obstetric Outfits* to be supplied on loan by authorities, now only obtainable from some charity.

(5) *Obstetric Nurses* to be supplied if required. Now we have to depend on ignorant and often dirty neighbours. District nurses not allowed to attend under ten days.

(6) *Bronchitis Kettles* often required and only obtainable through private charity.

(7) *Emergency Medical Extras* to be obtainable at all hours on an order from the district medical officer.

(8) *Medical Orders* to be obtainable at all hours of the day or night, say, at branch police stations; at present all have to apply at the Central Poor Law Offices, sometimes a mile away, and they can only be obtained during office hours.

(9) *Central Authority*, such as Sanitary Authority, could much better control and organise all the present disjointed and overlapping arrangements for the relief of the poor.

47502. (*Chairman.*) Speaking generally you would say that the thrifty poor can easily obtain medical assistance without going to the Poor Law?—Yes, in Leicester.

47503. You are connected with the Provident Dispensary, which has about 50,000 members?—Yes.

47504. Does the 50,000 include the families?—Yes.

47505. And the families have the right to attendance?—Yes.

47506. Have you any assistance in dealing with these cases?—For the dispensary cases I am on the staff of the dispensary.

47507. Are most of the medical men of the town on the staff?—Thirty odd are on the staff out of a total of 100 I should think.

47508. How are you remunerated; do you attend certain families?—They have a right to choose their own doctor, and the remuneration consists of about 2s. 1d. and a fraction per capita per annum.

47509. How do you manage about the surgical cases, because the surgical cases sometimes would be accident cases?—They are generally sent on to the general infirmary, but we have a little cottage hospital there with five beds.

47510. I suppose you act as a general practitioner?—Yes.

47511. Not merely as a surgeon?—That is so.

47512. How does this system work from a medical point of view? Have you time to give what you consider

adequate attention to these cases?—Not during an epidemic.

47513. About how many cases would you have in a year?—I have 2,700 odd under me in the dispensary. If you were to multiply that by three I think you will get about a list of the visits paid by me roughly, I should say about 6,000 visits a year.

47514. You have in addition to do your medical work as Poor Law officer?—Yes.

47515. Have you a fixed salary for that?—Yes.

47516. May I ask what that is?—£90 a year.

47517. (*Mr. Gardiner.*) Do you find your own drugs?—Yes.

47518. (*Chairman.*) You think that the health of the community does to some extent suffer from the insufficiency of the number of the district medical officers and their small remuneration?—Yes; I think that the medical officer, as I say at the end of my statement, should be barred from any other kind of practice.

47519. That he should have a larger district?—Yes.

47520. And higher remuneration?—Yes; and he should not be expected to find any drugs at all.

47521. You would prefer that to working as you are now?—Certainly. If I have a serious case that requires special or expensive treatment I generally give them a sick cheque recommendation for the dispensary myself or get one for them, and they get three months' attendance then for the sum of 1s., and I can order any drug I require.

47522. (*Mrs. Webb.*) That is to say, you transfer the pauper to a charitable agency?—Yes.

47523. (*Chairman.*) And the guardians pay?—No, they do not pay exactly, because I have to find the drugs, it is the charitable institution that pays, really.

47524. To put it plainly, you are so circumstanced, although you are a Poor Law medical officer, that if you have a difficult or costly case you have to make use of your influence to get it transferred to the charitable society?—Yes.

47525. (*Mr. Bentham.*) That is in order to save drugs?—Yes.

47526. Because you have to pay for them?—Yes.

47527. (*Mr. Lock.*) Is there any harm in that?—Not at all, I am paying the half-guinea for that recommendation, so I am paying it out of my own pocket. I generally give them one of my own recommendations because I am a subscriber myself, or obtain one through the dispensary.

47528. Will the Provident Dispensary admit people like that without a fine, or anything of the kind?—They pay 1s. for three months.

47529. Do they continue members after that?—They can if they are not suffering from chronic disease.

47530. Do many do that?—A good number.

47531. So you are doing a distinct service to them by getting them on to the Provident Dispensary?—Yes.

47532. (*Chairman.*) You do that at a cost to yourself?—Very often.

47533. What are your views about putting the medical relief of the poor under one authority and associating it with the health authority?—I think that idea would be an excellent one as far as I can see, it is rather a wide subject to give an answer upon, but on the face of it I should think it would be an excellent idea, I think between the two arrangements there is a good deal of leakage now.

47534. Have you a difficulty now in getting serious cases connected with the Provident Dispensary into a general hospital?—Only because of congestion, at our general hospital at present that is pretty acute because they are rebuilding a wing, but generally there is a good deal of congestion at the voluntary hospitals; one has to wait for several days sometimes even for an urgent case.

47535. Should you say that the fact of medical relief being connected with the Poor Law is at all deterrent to the respectable poor seeking for help?—Yes, decidedly I should say so.

47536. Would you go so far as to say that people's health suffers from their not, in the early stages of their ailment, seeking Poor Law medical relief?—Distinctly.

Dr. William Frederick M'Allister-Hewlings.

26 Mar. 1907.

Number of cases visited annually by Leicester Provident Dispensary medical officer. Conditions of appointment of Leicester district medical officer. Detriment to public health due to insufficiency of district medical officers, etc.

Transfer by district medical officer of Poor Law cases to medical charities.

Proposal to transfer medical relief to the sanitary authority.

Lack of accommodation of Leicester voluntary hospital.

Deterrence of medical relief.

Dr. William Frederick M'Alister-Hewlings.

26 Mar. 1907.

Proposal to transfer Poor Law to town council.

Attitude of guardians towards medical extras.

Advantages of transferring medical relief to the sanitary authority.

Failure under present system to discover infectious cases, etc.

Suitability of sanitary authority to administer Poor Law infirmaries.

Question of attractiveness of sanitary authority hospitals.

Difficulties in connection with health visitors, etc.

47537. On the general question of Poor Law administration it has been suggested to us that the functions of the guardians might be bodily transferred to the town council. Have you any opinion upon that?—You get a better type of man altogether on the town council; I should think it could be managed by a side committee of some sort.

47538. Have you experienced any difficulty in what you consider to be the proper discharge of your duties from the action or policy of the Poor Law guardians?—Indirectly there is a good deal of pressure brought upon the district medical officers to avoid medical relief as much as they can. It is a little awkward; it cannot be refused if it is ordered by the district medical officer, but it is a little awkward sometimes, you are constantly getting hauled over the coals for your medical extras being a little big.

47539. That is for ordering medical comforts?—Yes.

47540. (*Mrs. Webb.*) With regard to handing over the Poor Law medical relief to the sanitary authority, would that not help the sanitary authority to prevent disease by getting early notification of it?—You mean if it were actually under their authority?

47541. If the district medical officer was under the medical officer of health would it be advantageous from the point of view of prevention?—Certainly.

47542. Do you think that for a medical officer of health some knowledge of treatment and some acquaintance with practice is a good training?—It is a very necessary training, I think.

47543. At present the medical officers of health tend rather to be more without that preliminary practice?—Yes.

47544. You would think that being a district medical officer was a good training for a medical officer of health?—I think it is an excellent training for almost any medical position, because the experience is so wide.

47545. At the present moment do you consider that the lack of Poor Law medical relief, or the grudging way in which it is given, tends to undiscovered cases of infectious disease—measles, for instance?—I should hardly say that because they can always get the doctor. Are you speaking of medical relief purely, or in the sense of medical extras?

47546. I was thinking of medical relief purely, the case of a poor family which had possibly a case of incipient measles or incipient phthisis?—That is quite possible; I have known cases in fact.

47547. You have known cases in which an early case of disease has been overlooked?—I have known actual cases where I have been asked to look at a child where they have told me they cannot pay me a fee, but they hope that I will not make them get a pauper.

47548. They do not want to come to the Poor Law?—Quite so.

47549. That has resulted in persons not being treated?—I should say a case like that would be missed, undoubtedly, sometimes.

47550. Would you be in favour of handing over the Poor Law infirmary to the sanitary authority?—I think the whole thing should be under one management if it is going at all.

47551. Are you satisfied with the management of the fever hospitals by the municipal authority?—As far as I can speak for myself, certainly; I believe they are very well looked after.

47552. You do not find there is any disinclination on the part of the poor to make use of them?—Not in the least, because it affects their work so much they are always glad really to avail themselves of the isolation.

47553. There is no feeling that they are being pauperised?—Not in the least in Leicester.

47554. Supposing you had a complete system of health visitors under experienced district medical officers do you think you could improve the habits of the people?—Some of them are absolutely incurable and always will be. There is not doubt that a good deal of good might be done, but then there comes in the difficulty of these health visitors intruding upon other doctors' patients, so that there is always a good deal of friction about that sort

of thing; it is very difficult; then the people themselves rather resent the intrusion of strangers in a way, but if that stranger were an official I should say there would not be much difficulty; they have got to almost love the school board officer, so I think they would tolerate one or two officials of that stamp.

47555. Have you health visitors in your town?—I do not know whether you would call them health visitors.

47556. They are voluntary people?—Yes, they have a kind of nursing association there, and the lady superintendents go round and see the patients sometimes with the nurses, that is about the only health visitor we have.

47557. You have no official and special health visitor?—No; we have one lady sanitary inspector.

47558. Is the lady sanitary inspector resented?—That I could not say.

47559. You have no knowledge of it?—I have not heard of any cases.

47560. (*Mr. Bentham.*) In paragraph 5 you refer to delays occurring by notifying the relieving officer in sick cases. Does that often occur?—The difficulty is this: I have a case, say, on Saturday afternoon, the offices are closed, it is quite possible the relieving officer has gone for a walk into the country. I have a difficulty in getting those cases removed, not so much lately as I had in the past. The only way it could be done would be by telephoning up to the workhouse for the ambulance to come down and there have been occasions when I could not get it in the past.

47561. What would be the remedy for that, do you think?—To give the district medical officer absolute power in those cases to order a case in.

47562. In urgent cases?—To have no subordinate man between the workhouse authority and the district medical officer.

47563. Would you say the same of a first application for medical relief?—Yes, the same applies in urgency.

47564. Not necessarily in an ambulance case?—In urgency cases. That happens every day; they come up without a paper and they say they will get it in the morning; we have to see any urgent case.

47565. You have no trouble in those cases?—It depends upon the district medical officer; he can refuse to see them if he likes, it is purely a question of humanity.

47566. Have they ever been refused an order by the relieving officer after you have attended a case?—Not to my knowledge; it may be given and inquired into afterwards.

47567. There is no ground of complaint on that score?—Not at all, it is only a question of the middle men in the way sometimes.

47568. Would you take away vaccination altogether from the district medical officer of health if he was appointed under a salary?—I think so.

47569. You prefer that the two should not be mixed up together at all?—Yes.

47570. Do you think a whole-time officer would be far better than a general practitioner as district medical officer?—Certainly.

47571. It would mean, would it not, that people would have further to go to get a medical officer, because necessarily if a medical officer was paid sufficiently well he would require a larger area?—Yes.

47572. Or rather it would be necessary to give him a larger area?—Yes.

47573. Would the poor suffer from having further to go, taking your own area in Leicester?—They have a good distance to go in some cases now, in some cases over a mile for their district medical officer.

47574. They would have to go far more than that if there were only two medical officers for the whole of Leicester?—Yes, of course they would, but they have to go up to a central place to get their medical orders now, and it is quite possible for the men to sit there alternately to see them.

47575. Are all the relieving officers at one centre, at the central office?—Yes, the central building.

Need of further facilities for emergency medical relief.

Question of expediency of uniting office of district medical officer and public vaccinator. Question of accessibility of medical relief under system of whole-time district medical officers.

47576. And all applications are made there?—All applications are made there.

47577. What do you mean by private clubs controlled by medical men which you mention in paragraph 20?—Some medical men who are not in the dispensary run what is called a private club of their own, they have their own private collector who goes round to the houses and collects at the rate of a 1d. a week, just the same as the dispensary.

47578. They have a membership card, rules and so on, I suppose?—Yes.

47579. Would several medical men run a club or one medical man a club of his own?—Generally each man has his own club.

47580. What is the effect of it on the medical profession?—It is not considered by the medical profession a proper thing to do. They do not approve of it generally. It means these agents have to canvass to a certain extent for clients; they are paid by commission as a rule.

47581. Is it because the general practitioner feels the pressure of the provident medical dispensary?—That I could not say, it is, perhaps, because he has not been able to get on the staff of either of them; that is, I should say, the general reason.

47582. You say in paragraph 38, medical extras are always supplied on the order of the district medical officer. I understood you to say in answer to a question just now you were often hauled over the coals for ordering medical extras?—I think you have taken me too literally. I say one has always the feeling that they are being grumbled at. I have never been hauled over the coals officially, it is never done officially, but you always have the uncomfortable feeling that you are going against the wishes of the guardians in ordering medical extras at all.

47583. How do you judge of the wishes of the guardians?—By personal opinion of them. I will be told my district is the most expensive, and I ought not to order so much. I have been told that by the relieving officer.

47584. You feel if it were transferred to another authority there would be less care exercised as far as cost is concerned, more freedom given?—Not necessarily.

47585. I thought that was the complaint?—I think they are doing pretty well in Leicester taking it on the whole, but at the same time one feels one would like a free hand for medical men in ordering medical extras.

47586. (*Mrs. Webb.*) Would you not consider, if it belonged to the sanitary authority, that all those circumstances would be considered from the point of view of preventing disease rather than saving rates; that would be the difference?—Yes, I have no doubt that would be a very useful way, organising it on those lines if it could be done.

47587. It would be the idea of preventing disease which would dominate the authority, and not the idea of saving the rates as in the Poor Law; that is the difference?—Quite so.

47588. (*Mr. Bentham.*) The matter is entirely in the hands of the medical officer to order these things?—Yes, we can order anything we like.

47589. And you have never been refused?—Not lately, not in the last four or five years; before that I was several times.

47590. When comparing fever hospitals and infectious hospitals with Poor Law infirmaries, there is no question of cost involved in the treatment of a patient in an isolation hospital?—Not to the guardians.

47591. Or to anyone?—Or to their parents?

47592. Or even to an authority?—The isolation hospital comes on the rates.

47593. The cost of each individual patient is never ascertained, the cost never enters into the question, it is left entirely in the hands of the medical officer of health?—Quite so.

47594. And there is no check on expenditure?—There must be some check, I should think, on the part of the town council.

47595. Is there any to your knowledge?—Not to my knowledge.

47596. Have you ever seen any statistics of what it costs per patient in an isolation hospital?—No, I have not.

47597. With regard to special fees for midwifery cases, do you advocate one fee for all cases?—Yes.

47598. So that there is no inducement either to use instruments or not?—Quite so.

47599. Just one stipulated fee?—One stipulated fee.

47600. What fee have you in mind that would be sufficient?—A guinea I should suggest myself. At present, as you see in my statement, it is half-a-guinea in an ordinary case, and for that you may have to pay two visits in the night, and stay an hour and a half at a time possibly, and pay eight visits afterwards. For the two guineas you go out once and are finished, perhaps, in twenty minutes and pay the eight visits. The dispensary cases only pay 21s. for the first case and 15s. for subsequent cases.

47601. Has there been a change recently with regard to these fees?—Not since I have been on the staff.

47602. (*Mrs. Webb.*) Has not an order been issued lately?—I have not heard of it.

47603. (*Mr. Bentham.*) In paragraph 35 you refer to men leaving a particular district in order to come before another committee, that is with regard to the outdoor labour test. Is it the fact that some men change their residence in order to come under another committee?—That is a well known fact. My relieving officer is responsible for that statement.

47604. Is that because one committee might be more lenient than another?—A committee gets tired of them; they find out the man is a bit of a sham, and they get down on him a bit; so he changes his residence and gets on to another committee, until they find him out as a sham, and so on.

47605. He will be sent to the same work and the same labour yard?—Yes.

47606. (*Professor Smart.*) In paragraph 35 you speak of digging holes in the land and filling them up again. I suppose that is a joke?—No, that actually occurred at the Poor Law infirmary; the idea was to let out the frost, I believe. I do know they actually dug out the holes there, and to let the frost out of the ground I think was the reason given.

47607. There was some justification made out for it?—Yes, that was the only justification, I think, to let the frost out. It had been dug over before, I believe.

47608. With regard to this man who at the test was better off than at 28s. 7d. How do you make that out?—That I cannot say; the fact is this: the master of the workhouse was in the country near some colliery, and he met this man coming away from the colliery with his wage ticket, and he said "Good morning" to him, as he recognised him as an old labour-test man. The man showed Mr. Lambert, the master, his labour ticket, and he said: "I was better off on test than I am here at 28s. 7d. a week."

47609. That might be in consequence of the short hours?—That may be so.

47610. On the test he could only get 13s. per week, half in money and half in kind?—Yes, with four dependent children.

47611. (*Mr. Phelps.*) In Paragraph 28 you say dispensaries are very often abused by being used by people provident well able to pay for medical attendance?—That is so.

47612. Do you regard the provident dispensary in Leicester as a charity?—Largely I do.

47613. Why so?—Because it is supported by subscriptions to a large extent.

47614. Do the doctors themselves regard it as a charity?—Certainly, a pseudo-charity.

47615. Do you think it possible to run provident dispensaries on a line that would not be a charity?—They would have to increase the fee to a large extent to do that—it might be done.

Dr. William Frederick M'Allister-Hewlings.

26 Mar. 1907.

Proposed uniform midwifery fees for medical officers.

Migration within Leicester Union for the purpose of obtaining continuance of relief.

Useless Poor Law work for the unemployed at Leicester.

Eligibility of Leicester labour-yard relief.

Abuse of dispensaries by the affluent.

Question of extending provident dispensary system.

Dr. William Frederick M'Alister-Hewlings.

26 Mar. 1907.

Proposed provision of drugs by guardians.

Details as to Leicester provident dispensary.

Proposal that each pauper should choose his own district medical officer.

Attitude of medical profession towards contract practice.

Advantages of whole-time district medical officers.

Question of recovery of cost of medical relief if transferred to sanitary authority.

47616. Have you ever thought what fee would be necessary?—No, I have not really.

47617. There are a great many advantages to a doctor in having dispensary practice?—Quite so.

47618. You have never gone into that question?—No.

47619. I see you say that the drugs should be provided by the guardians; was it your idea that the medical officer would prescribe and the guardians have a dispensary?—Yes, that is done in some towns, I believe.

47620. Was it your idea that they should have a dispensary, or that chemists should be authorised to make up the prescriptions?—It could be done by the chemists, and that would be handier for the poor people.

47621. What do they do in the provident dispensary at Leicester?—They have about thirteen branches in different parts of the town.

47622. Have they a limited number of medical men, or are all medical men practically members of the staff?—They have only a limited number, but all medical men of an approved type can be on it.

47623. It has been suggested by more than one witness here that that would be a good system with regard to Poor Law relief?—The dispensary system.

47624. That any patient should be able to go to any medical man he liked and the medical man should be paid by the community. Do you think that would be an improvement?—I think in many cases it would if the man were accepted.

47625. It would depend on the medical man?—Yes.

47626. That would depend on whether the remuneration was sufficient mainly?—There has been a large discussion that every medical man should be a public vaccinator; I was tackled once on that very question, and I said I would be very pleased to share my vaccination with any man if he would take a share of my other work too.

47627. Is the medical profession taking a strong view against all remuneration except by fee?—It is in a way, if that remuneration depends on an absolutely lay committee; that is the position they take up.

47628. You rather prefer a system, I gather, by which the medical attendance should be given by certain specified medical officers?—That is a suggestion of mine.

47629. It should be his exclusive work?—Yes.

47630. You think that the argument is conclusive on that point?—To me it is, because I think you get the enthusiasts then, the men who work for the love of the work, the right type of men who would work well among the poor.

47631. Do you not think the patients would not believe more in a man who had a good practice independently?—Perhaps that is so.

47632. Supposing that the town council took over the medical relief, what provision would you make with regard to recovering the payment from people who could afford it?—By the sanitary authority do you mean?

47633. Yes. You argue rather that the town council should take over curative as well as preventative medicine, it is quite clear that a very great many people would avail themselves of it who are quite able to pay; have you thought out how you would recover?—I have not, except by the means that the Poor Law people have of recovering at the present time; it could be done by those means.

47634. Would you attach any what is called stigma to it?—I should do away with the Poor Law altogether.

47635. You think that proposals on those lines would find favour with your profession as a whole?—I think they would from one point of view, because at the present time the patient of another doctor perhaps runs out of a dispensary, or has not run out of the dispensary, but has to come on to my list for the sake of medical extras; I go into that house, they take a fancy to me and join me under the dispensary; I cannot help them doing that; it would do away with that element of friction.

47636. A scheme of repayment would involve inquiring into the circumstances?—Yes.

47637. That would involve a system of inquiry under the sanitary authority?—It would.

47638. Is there any inquiry in the case of the dispensary?—There is supposed to be, but I have never come across it.

47639. Are there officers to do it, or do the doctors do it?—It is supposed to be done by officers of the institution, but I think at the present time there is no check on it at all.

47640. Do you think in the future your system would lead to this, that practically all medical attendance on the poor would pass into the hands of the Government?—It would in that case.

47641. That is to say that practically individual competitive practice among the poor would come to an end?—Yes, it would.

47642. Do you think that on the whole would be an advantage?—Of course you are speaking of the pauper too.

47643. I am speaking of the poorer class generally?—You do not mean the cases that could afford a penny a week, when you say that.

47644. I think if you abolish all the difficulties in the way of obtaining medical relief in calling it Poor Law and disfranchising, you may find it the fact that a great number of persons would avail themselves of it?—I do not think it should be permitted.

47645. Have you thought how you could stop that? The Poor Law has certain deterrents at present, you propose to abolish those deterrents, what would you substitute?—I should substitute the sanitary authority as a kind of institution instead of the present Poor Law arrangements; at the same time you would have to take over a system of examination of the suitability of the claimants; I think if you did not you would have it abused just the same as the dispensaries are abused at the present minute. I should not propose that you take in those even who are able to pay a penny a week.

47646. But in the case of first aid, so to speak, the summoning of a doctor at once?—That has to be rendered always, regardless altogether of position; that has to be so at the infirmary at the present minute.

47647. Then you would have inquiry after that into the person's means?—Yes.

47648. (Miss Hill.) Supposing that the attendance on the poor was transferred from the Poor Law to the sanitary authority, would you propose it should be free?—That the poor person should not be charged?

47649. Yes?—It would have to be, I think.

47650. It would have to be free?—Yes, I think so.

47651. Here you have 50,000 people belonging to the provident dispensary making some provision for their own medical attendance?—Yes.

47652. You would abolish all that at once?—No.

47653. Practically you would?—But why?

47654. Because if you supply free medical attendance without any connection with the Poor Law at all you do not suppose people will go on subscribing, do you?—They can get free medical attendance now at the out-patient department of the infirmary, but we do not find the membership of the dispensaries goes down.

47655. They do not get it at their own homes at all?—No, not in Leicester.

47656. Does not that make a great difference; is not that one reason they continue at the dispensary?—Yes, I expect that would be so, that they get the advantage of the visiting.

47657. Do you not think a system of free medical attendance would strike at the heart of a good deal of the valuable thrift, forethought and independence on the part of the people?—I do not see why it should, because it is existing at present, and has not done so.

47658. People assume, and you acknowledge yourself, I think, that the fact that it was connected with the Poor Law is a certain deterrent, is not one great reason for which it is urged that it should be transferred to some other body, that it would be free from any taint of pauperism?—Yes, but still at the same time you would

Extent of investigation of cases at Leicester dispensary.
Effect of State medical relief on private practice of doctors.

Need for investigation of cases of medical relief transferred to sanitary authority.

Effect of free medical relief on provident dispensary, etc.

get the same sturdy people who stand out from the Poor Law arrangements at present who would still stand outside a public medical service, you would not find them availing themselves more of a medical service than of the Poor Law, they are of that type.

47659. That is not what is generally found, I think, but you think it would be so?—That is my experience.

47660. They certainly would not be so numerous would they?—They are not what you would call a numerous class.

47661. Do you think it would strike at the heart of a good deal of the independence of the people in partially providing for themselves?—Not if the careful inquiry were made that now is made by the Poor Law, not if the same careful inquiry and repayment were enforced.

47662. You would have a duplicate system of inquiry?—I should transfer the Poor Law to the sanitary authority and have the same restrictions.

47663. And appoint the same relieving officers practically?—It would have to be something of the sort, as we have at the voluntary hospitals at present.

47664. Do you have inquiries from your voluntary hospitals?—Yes, very strictly now in Leicester, the last year or two has made a great difference.

47665. How would you manage with regard to the medical comforts and necessities, would you have them supplied by the sanitary authority also?—They would have to be, I suppose, would they not; it would be a general thing all over the country.

47666. What would be the great advantage of it?—The great advantage of it would be that you would not have the overlapping between the two systems, you would have, as Mrs. Webb said, the preventive and curative systems under the one authority, you would have them working in unison.

47667. At present the preventive is practically the supervision of tangible things such as houses, drains, roofs, and so on?—Yes.

47668. And the medical attendance of the people is committed to the Poor Law, is that not so?—Yes, but not altogether. Those sanitary inspectors who go round if they hear of illness in a house always inquire about it. In the case of any suspicious illness they make inquiries.

47669. And refer the cases to the Poor Law?—Their own doctor, whatever that may be.

47670. (*Mr. Loch.*) Who is their own doctor?—Whoever it happens to be.

47671. (*Miss Hill.*) A large number who belong to this provident dispensary would have their own doctor?—Yes.

47672. Is there any difficulty in that?—Not the slightest.

47673. I fail to see what is gained by the substitution, I cannot see the overlapping?—That case is not a sample of the overlapping; for instance, supposing I were a district medical officer of health under the sanitary authority, I should have the privilege of perhaps telephoning for an ambulance and sending my case in instead of notifying it on the Monday night, the sanitary inspector going to see it on the Tuesday morning, reporting to the medical officer of health on Tuesday afternoon and then the ambulance going for the case.

47674. That would be equally possible with the Poor Law authority, would it not, if the body who supervises is willing to do that, there is no more difficulty in your doing it by the Poor Law authority than the sanitary authority?—No. Take the case of urgent cases of smallpox.

47675. You have sometimes to get your guardians to perceive that it is important for them to put the ambulance at the disposal of the medical officer of health?—In those cases we are entirely dependent upon the sanitary authority, the guardians have nothing to do with it in the case of smallpox, for instance.

47676. Infectious diseases are under the sanitary authority, but the other diseases are under the Poor Law?—Yes.

47677. I gather it is the Poor Law cases in which you have delay?—You have delay in any case, I am speaking in reference to the Poor Law cases particularly just now.

47678. There is no reason why one should not be as rapid as another, given the goodwill of the authority?—Quite so.

47679. (*Mr. Loch.*) Could not regulations be made which would meet your difficulty without having a large transfer, such as you propose, from one authority to another?—I have never thought of that really; I have never thought this question out particularly, it is difficult to pass an opinion on it straight away.

47680. Is it not just one of those things in which there might be co-operation, with regard to which it is hardly necessary to start a new system; it is hardly an argument for a new system, is it?—It would be quite possible for your present district medical officer to be called the health medical officer as well.

47681. What I want to find is, if there is a sufficiently strong ground for the change you propose. I do not see where there is the overlapping you refer to. It would seem that if the medical officers, the sanitary officers or authorities had their own province, and the Poor Law officers their own, that co-operation between them was quite possible?—The overlapping is in this way; there is a case where the sanitary authority at present relieves the Poor Law, namely in zymotic diseases; they are absolutely dependent upon the sanitary authority for provision for them.

47682. Does that do any harm?—No.

47683. Does it affect Poor Law relief badly?—No, I should say it does not affect it at all; it rather relieves it.

47684. The history of these provident dispensaries is this, is it not; they began free and grew into provident dispensaries?—This began as a free dispensary, and gradually became a provident dispensary.

47685-7. What was the history of that?—It commenced in a little place in Free Lane in Leicester, it was formed as a free dispensary, I think at a time when there was not that provision for out-patients at the infirmary; I believe three or four doctors started it as a kind of free out-patient department, and it gradually developed into a provident institution.

47688. That was due, was it, to the necessity of such a centre being started owing to there not being an out-patient centre at the infirmary?—Yes, at first, but not in later years, not in my time.

47689. With regard to the general hospital, what is the inquiry that is made there, to which you refer?—A personal inquiry by the House Manager, I think they call him.

47690. Does that tend to limit the numbers there?—Yes, the out-patients have gone down since that has been going on.

47691. How long has it been on?—Two years, I think.

47692. Has it led to more cases coming to you, as the Poor Law officer?—Not to my knowledge.

47693. From your general knowledge of the district?—No; perhaps I have to see them oftener as dispensary patients.

47694. You have not traced it as between the two?—No.

47695. Had you before you, in making your suggestion, the idea that there should be one body for the medical relief of Leicester, including the voluntary hospitals?—I think it would be better worked if they were all under one organisation; I distinctly say that.

47696. Had you thought of it at all in detail, whether you would leave the voluntary hospitals voluntary, and yet bring them into co-operation in some manner?—My idea is that the hospitals should always be on the rates.

47697. You would start with that as a principle?—I would.

47698. Do you think your provident dispensaries also should be on the rates?—No, they can exist apart.

Dr. William Frederick M'Allister-Hewlings.

26 Mar. 1907.

Question of transfer of medical relief to sanitary authority.

History of Leicester provident dispensaries.

Investigation of cases by voluntary hospital and effect thereof on out-patients' department.

Proposal for rate maintenance of voluntary hospitals.

Dr. William Frederick M'Allister-Hewlings. 47699. Why draw a distinction; you admit the provident dispensary is in one sense a charity?—But voluntary hospitals, as far as I can make out, are always in debt because they are not properly supported, and the balance should be made up out of the rates.

26 Mar. 1907. 47700. Do they do bad work because they are in debt?—No.

Proposal for rate maintenance of voluntary hospitals. 47701. Is the work at the general hospital bad?—No, excellent.

47702. It does not receive any money from the rates?—Not at present.

47703. Its goodness does not depend upon its receiving money from the rates, does it?—Not its goodness, but its service; it is not able to serve so many people as it could if it had more money.

47704. Every institution must have its limitation, even the Poor Law with the rates behind it or a municipal authority with the rates behind it. Do you not judge the institution by the good work it does rather than the limitations imposed upon it?—I was thinking it could be made more useful.

47705. What would your scheme be?—I think if we had a subsidy from the rates each year.

47706. If the effect of that subsidy was to make the hospital poorer still and private donations to fall off, would that be an advantage?—It would not.

47707. Have you thought whether that would occur?—I do not see why it should; that subsidy be given at the end of each year and depend upon what was required.

47708. Have you had any experience in these matters?—No, because it has never been attempted.

Proposed old-age pensions for members of friendly society. 47709. With regard to the friendly societies you say in paragraph 31: "Again if some arrangements of old-age pensions could be arranged with the friendly societies, instead of their members dying in receipt of Poor Law assistance while their funds amounted to millions, we should have a condition of things which would materially relieve the rates." Have you been into the question of the number of members of friendly societies that die in receipt of relief; is it a point you have studied?—No, only from different cases I have come across personally. I have not studied it in numbers at all.

47710. Particular instances?—Yes, particular instances.

47711. Were those cases where the persons required special treatment in old age?—Certainly, they required special medical attendance.

47712. Practically, whether the man was a member of the friendly society or not, it would be difficult for him to find anywhere outside the Poor Law the kind of special treatment for old age he required?—In this special case I am thinking of it was impossible, his sole income was 2s. 6d. a week, and he required medical extras.

47713. The suggestion I made is whether the question of the pension outside the house would really meet the difficulty, because, as I understand, the treatment inside the house was wanted as medical treatment in old age and was special to the case?—But that was a type of man that would never go into the house, you would not get him in.

47714. What did you do with him?—Treat him outside as a pauper.

47715. Did he suffer in consequence?—No, I think not.

47716. Is there any grievance in it?—No, but I do not think the man ought to come on the rates if he had been a member of the Foresters thirty years when they have a fund of a million and a half.

47717. He received all his benefit from the society to which he paid?—Yes, he received benefits according to their rules.

47718. Therefore he was in receipt of full benefit according to their own terms, the only thing was that when he was sick in his old age that did not suffice?—That is so.

47719. You think on a ground like that it is necessary to alter the whole system?—I think these big corporations called friendly societies should be made to disgorge to their members.

47720. Are you a doctor to a friendly society?—Yes.

47721. What is the lodge?—I am doctor to the Foresters, I am on the Foresters' staff.

47722. Is it one lodge?—It is composed of about fourteen lodges, the lodges being combined in one medical association with a medical staff.

47723. Would you find out of those a great many men go to the Poor Law?—Not a great proportion.

47724. A very small proportion?—I can only speak for my own district.

47725. Taking your own district, a very small proportion?—Much smaller than members of the dispensary, for instance.

47726. You have not worked out a percentage at all?—No, I have not.

47727. (*Sir Samuel Provis.*) Is there any arrangement between the guardians and the town council taking fever and infectious cases?—Not that I know of.

47728. When a case of smallpox or fever occurs in a pauper case what exactly happens?—It is taken straight away up to the isolation hospital and comes under the sanitary authority at once.

47729. Do the guardians pay?—I do not believe they pay anything.

47730. Is the case treated in the hospital by the sanitary authority after it is taken over?—Yes.

47731. Is the area of Leicester the same for the borough as for the Poor Law area?—That I could not say.

47732. It is one parish in Leicester?—Yes.

47733. Is not the parish the same as the borough?—I suppose so, but I could not tell you.

47734. Is any order given for admission into the hospital?—No, as a rule in a case of infectious disease like smallpox we simply telephone up to the medical officer of health and he sends the ambulance straight away for it.

47735. So the case is admitted into the hospital on the order of the Medical Officer of Health practically?—That is so.

47736. There might be an arrangement, might there not, between the guardians and the town council under which cases might be sent direct to the hospital by the order of the district medical officer in the case of infectious disease?—Quite so, by arrangement.

47737. I see you suggest that Poor Law medical officers should be debarred from outside practice, are you thinking of a large town like Leicester or are you speaking generally?—Speaking generally.

47738. Would that be possible in the case of a thinly populated district?—There would be difficulties in rural districts undoubtedly.

47739. You would say, probably, that the area of the district medical officer should not be too large?—Quite so.

47740. And, of course, unless it was a considerable size the guardians could not afford to pay him a sufficient sum to involve his devoting his whole time to his duty?—I do not see why they should not be able to do that.

47741. Would there be any need for requiring a man to give his whole time to his duties unless he had sufficient work to take up his whole time?—There would be sufficient work, in my opinion, for at least two or three men.

47742. Work as district medical officer?—Yes, as district medical officer.

47743. I am talking now of a rural area?—I am speaking of Leicester. In a rural area you would have to do as you do with the medical officer of health—in the urban centres they are barred from private practice, in a rural district they are allowed private practice, that is the only way you could work it, I suppose.

Number members friendly societies applying relief.

Leicester arrangements for treatment of pauper infectious cases.

Difficulty whole town district medical officers in rural districts.

Dr. JAMES BEATTY, called; and Examined.

Dr. James Beatty.

26 Mar. 1907.

47744. (Chairman.) You are medical officer of health for Northampton and superintendent of the borough hospital for infectious diseases?—I am.

47745. You have prepared a statement which we will treat as your evidence in chief if you will kindly hand it in?—Certainly.

(The Witness handed in the following Statement.)

LOCAL OPERATIONS FOR MEDICALLY ASSISTING THE POOR BY THE SANITARY AUTHORITY.

1. The Public Health Department deals with the ordinary infectious diseases in the usual way. On notification of a case the sanitary inspector visits, obtains information, leaves a paper of instructions, and also a statement of the law on infectious disease, and arranges for the removal of the case to hospital if necessary. The vast majority of cases of scarlet fever among the poor are removed to the borough hospital. Cases of diphtheria, and typhoid fever are dealt with either at the borough hospital or at the general hospital. All cases of small-pox are taken to the borough hospital for small-pox. In the case of measles or whooping cough notified from the schools, the house is visited, and if a doctor is in attendance nothing is done beyond offering the supply of disinfectant which is available free for all cases of infectious disease; if there is no doctor in attendance the Health Visitor leaves a leaflet on the management of the case and also explains the leaflet.

2. Special measures are in force for pulmonary phthisis. The council retains six beds at Kelling Sanatorium, Holt, Norfolk, four for males, and two for females; to these selected cases in the earliest stages are sent. This arrangement has been in existence about nine months. Advanced cases who appear to be a danger to their relatives are admitted to one of the borough hospitals, that on the Welford Road. There are ten beds in this hospital available for such patients; these have been open about a year. I understand that there is a special ward for consumptives in the workhouse infirmary. In addition, all cases of pulmonary phthisis notified to this office are visited and instructions given to them as to how to live. Sputum bottles are supplied to them free of charge.

VOLUNTARY EFFORT, ETC.

3. There is in this town a large general hospital containing 164 beds which serves the town and county. Patients are admitted on letters from subscribers, if suitable, but emergency cases are also taken in as required.

4. The hospital also has a large out-patient department where patients unable to pay a doctor are treated on presentation of a subscriber's letter.

5. For those able to pay a small amount there are two large dispensaries: 1. The Northampton Friendly Societies Medical Institute, which employs two doctors; its membership, I understand, runs into five figures. 2. The Royal Victoria Dispensary, in which there are five medical officers.

6. Lastly, several of the medical practitioners of the town have organised dispensaries of their own, in which for a small yearly payment medicine and advice in illness is obtainable.

MEDICAL ASSISTANCE BY ONE AUTHORITY ONLY.

7. The view that I take of the functions of the sanitary authority is that it should be concerned with the prevention of disease. It is true that the curing of those committed to its care in hospitals for infectious diseases is also undertaken, but this is only incidental to the necessary isolation of the cases, and not its primary work.

8. To a certain extent this principle has been violated in Northampton by sending early cases of phthisis to a sanatorium, but this arrangement is only of recent existence and is tentative.

9. Next, in the cases of the poor who are ill nothing is more obvious than that often it is not so much medicine and advice that is wanted as good food; this is especially true of consumption, yet this can hardly be considered

"medical" assistance, and in the event of medical assistance being handed over to the sanitary authority, the necessary supply of food would presumably come from a different authority, probably after some delay.

10. Again, if preventive medicine and curative medicine were both in the hands of one authority, there would be difficulties in the way of organisation. To secure harmony and economy of administration there should be one official head for both sections, as it would be important that each section should assist the other. The result would be that the official head would find it practically impossible to keep an even balance between the two in some respects incompatible aims; his personal predilections would incline him to one side, with the result that the other side might suffer.

11. Even apart from this it is probable that the cause of preventive medicine would suffer, as the knowledge of the causes of disease has not advanced to anything like the same extent as the knowledge of methods of cure. The tendency would be for the curative to swamp the preventive aspect of the question. The number of diseases to which preventive measures can be successfully applied is small, and there is not sufficient known about the remainder, whether as regards what preventive measures are likely to be successful, or what causes are to be prevented. As examples of both these conditions I may instance measles and cancer. There are still a great number of experiments to be made, both in the laboratory, and practically by the sanitary authority, before trustworthy conclusions can be arrived at. In my judgment it is not desirable to turn away any of the energies of sanitary authorities into a different channel till these conclusions have been arrived at, a process which will take many years.

SUFFICIENCY OF MEDICAL ASSISTANCE.

12. There is no evidence that the health of Northampton is suffering from any insufficiency in the medical assistance available for the poor. The death-rate in 1906 was 11·6, which is considerably below the rate for the country generally. The borough was extended in 1900, so that the rates before that are not comparable with the present rate, but there has been a drop since 1901, when the rate stood at 13·9.

The death-rate from phthisis has sunk from 2·06 per 1,000 in 1876 to 0·87 in 1906; there has been a drop even since 1901, when it stood at 1·21.

47746. (Chairman.) How long have you been medical officer of health for Northampton?—Rather over four years.

47747. You have under you, I assume, an infectious hospital?—Yes.

47748. You have also certain special arrangements for pulmonary phthisis?—Yes.

47749. Do those come under you or do they come under any other medical officer?—The late cases which I mention in my statement, advanced cases, come under me absolutely, there is no other medical officer concerned. The early cases are selected to be sent away to this sanatorium in Norfolk by one of the medical men in the town. They, however, first of all come to me before they are sent to him.

47750. I assume pulmonary phthisis is a notifiable disease?—Voluntarily so.

47751. All the medical men notify to the health authority, I suppose?—Those who notify do so to the health authority, to me.

47752. Is phthisis very prevalent in Northampton?—No.

47753. What is the condition of the health of Northampton? Is the death-rate low?—Yes, I think it is the lowest of any manufacturing town; last year it was so, if I am not mistaken.

47754. The boot trade is not an unhealthy trade?—Improved In my opinion it is not.

Difficulties as to placing medical relief under one authority.

Sufficiency of medical assistance to the poor at Northampton.

Phthisis death rate of Northampton.

Treatment of phthisis by sanitary authority.

Voluntary notification of phthisis.

Low death rate of Northampton.

Improved hygienic conditions in boot-trade.

Dr. James
Beatty.

26 Mar. 1907.

Objections to
transfer of
medical
relief to
sanitary
authority.

Need for
interchange
of communi-
cation
between
district
medical
officer and
medical
officer of
health.

Proposal to
transfer
vaccination
to sanitary
authority.

Decrease of
phthisis in
Northampton
and causes
thereof.

Need of
further
notification
of disease by
district
medical
officers to
medical
officer of
health.

47755. I assume that the change that has recently been made in the boot trade by which work is more concentrated in factories than before, has placed the workmen under healthier conditions, so far as atmosphere is concerned, and so on?—That is so, in my opinion.

47756. Suggestions have been made in connection with the medical treatment of the poor, and amongst other proposals it has been suggested that the medical functions now performed by the Poor Law guardians might be transferred to the borough council and placed under the sanitary authority, or rather, combined with the sanitary authority. What is your view upon that suggestion?—Does that mean, if you will pardon my asking the question, that these Poor Law medical officers will be placed under the medical officer of health?

47757. Not necessarily; they would be associated with his department?—I cannot see what the advantage would be of removing it from the Poor Law authority, for in my opinion the sanitary authority should confine itself to the prevention of disease, and I should not consider the treatment of the poor simply because they are sick as prevention of disease.

47758. I think the idea was that, inasmuch as the health authority had to deal with the infectious cases of which the treatment was free, and as the medical treatment of the poor being associated with the Poor Law was rather deterrent, if it was all under one authority the treatment would be better and the health of the people would improve?—I consider, to begin with, that our death rate is very satisfactory at the present time, and I do not think that the health of the country shews any great suffering in that particular way; that, of course, is a matter of opinion; but in the second place I think the treatment of these infectious cases is understood by everybody to be merely a question of prevention, that they are isolated because they are infectious, and they understand we do it simply to prevent disease, not necessarily to cure the patient.

47759. On the whole, you are not in favour of the amalgamation which has been suggested?—I am not in favour of it; I should like, however, to obtain if we could, information as to sickness from the Poor Law medical officers; if that existed I think it would be an advantage.

47760. Would you take over vaccination?—Yes, I think that would be an advantage.

47761. The figures you give in the last paragraph of your statement show a considerable reduction in cases of phthisis during the last thirty years; is that, do you think, due to the phthisis being better treated, or because it has become a less prevalent complaint?—I think it is chiefly because it has become a less prevalent complaint, owing first of all to the improvement in sanitation, certainly up to within the last three or four years; there has been a rapid improvement this last year, which I hope is due at any rate to the special attack we are making upon it in Northampton.

47762. (*Mr. Loch.*) You refer to the medical officer of health, that is to say yourself, wishing, or thinking that it might be useful to have returns of sickness from the Poor Law. Would you just elaborate that a little? What do you wish?—It is in this way. I suppose that there are many diseases which we do not tackle at present which are really preventable, and it would be useful, supposing a medical officer of health wanted to examine or investigate a particular disease, for him to get hold of the cases sooner than he does through the death returns, in order to make his investigations. I think that the medical officer of health, if he has an idea that a certain disease is prevalent should, if possible, try to get into touch with the patients. That is only tentative, and his investigations might lead him nowhere, but I think he has a duty, if his ideas lead him in that way, to investigate.

47763. Should I be right in saying at present there is no register of disease available from the Poor Law?—That I cannot answer, I am not under the Poor Law authority.

47764. But to carry out your purpose would it not be desirable there should be?—Yes, if such a thing does not exist at present, I think it ought to exist and be accessible to the medical officer.

47765. It is not notified to you in any form at present? Need of —Of course we get the death returns, but no sickness further notification of disease by district medical officers to medical officer of health.

47766. I am taking your own point, that you want it before that?—I do not say there is not such a register, I do not know.

47767. It is not notified to you?—No, it is not.

47768. If you had that, would you feel that your position was very much strengthened in dealing with the sickness of the district?—No, I should not; I should only feel that I was in a position, if I wanted to investigate a particular disease, to investigate it.

47769. But it would show you, I suppose, more clearly what the particular location of the sickness is, where you might find out geographically that a certain amount of it came from particular areas; would not that be a help to you?—I get that from the death returns at the present time, after death. The only value to me would be to get hold of the patient and talk to him, it would only be if I wanted to investigate a particular disease.

47770. Have you had anything to do with the Poor Law guardians?—No.

47771. Neither now, nor before?—No.

47772. Do you feel you could answer a question as to whether relief being given by the Poor Law guardians is unduly deterrent; that is to say, is there any reason for thinking that as there is a safeguard to be considered, this relief is so given that people who should be relieved do not receive it?—I have no information whatever on the subject.

47773. Have you health visitors of any kind?—Yes, Health visitor at Northampton and estimated number required.

47774. A paid one?—Yes.

47775. Has she any voluntary assistants?—No.

47776. Do you think that in a large town, one should suffice?—No.

47777. What would your staff be, if you wanted a staff sufficient for your purpose, as you conceive it, in a town like Northampton?—We do not at the present time, unfortunately, visit the houses where births have occurred, because my staff is too small and the health visitor has other work. Roughly, 2,000 births occur in Northampton per annum. I should imagine that one, and possibly two additional health visitors would be required in order to give the necessary instruction in these cases.

47778. Are you able to deal with these phthisical cases when they come home from the sanatorium, from the point of view of supervision?—We supervise every case, so far as we can, which is known to us; do you mean as regards obtaining them work. Supervision by sanitary authority of convalescent phthisis cases.

47779. No, I was thinking from the point of view of health after they left the sanatorium and returned to their normal life?—They are visited regularly.

47780. By the health inspector?—Yes, it is part of her duties.

47781. Have you ever considered whether it would be possible to get voluntary help of a sufficiently good standard to assist you in such cases as those?—The question has come before me, certainly, but I have not yet organised it; I am not quite prepared to say whether I could get it sufficiently so in Northampton, or not.

47782. As new questions of this kind are pushed on to the sanitary authority, the question of visitors will become more and more important, will it not?—I should imagine so.

47783. Is there any unwillingness to pay for health visitors?—Do you mean by the sanitary authority. Attitude of sanitary authority to increase of health visitors.

47784. By the municipality?—There is a strong feeling at present that there ought to be no addition to the official staff of the town.

47785. (*Mrs. Bosanquet.*) Can you tell us anything of the housing conditions in Northampton?—On the whole conditions they are fairly satisfactory for a town of its size. The more recent houses are fairly well built. Northampton is a garden city, that is to say, nearly every house has a garden of some kind or other, and the slums have been largely cleared out under the Housing of the Working Classes Act. Housing conditions in Northampton.

47786. Have you left open spaces where they cleared the slums away?—Not dedicated them as open spaces for all time, but spaces exist now, over which houses will be built.

47787. They are not meant to be left as open spaces?—No.

47788. Is there any attempt to control the growth of the town and the way it is laid out, so as to be healthier?—That I am not in a position to answer, except that we demand that certain regulations and bye laws should be carried out.

47789. Is there any large amount of overcrowding, do you think?—Practically none, judging on the standard of two persons per room. I should not think we have had occasion to serve notices half-a-dozen times in the year on the subject.

47790. Is there a sufficiency of houses?—Yes, quite.

47791. And rents would be low?—They vary from 3s. 6d. upwards.

47792. Are they all of the cottage type, or do you have blocks?—All of the cottage type.

47793. Are there any back to back houses left?—There may be a dozen at the outside, but there are not more.

47794. Really the good health might very possibly be attributed to the housing conditions?—Unquestionably that has had its effect, and also, of course, the soil has something to do with it; Northampton is built on exceedingly easily drained soil and on a hill. Another great advantage from the town point of view is the comparative absence of smoke. I should imagine that it is the cleanest manufacturing town in England.

47795. Are you able to get your manufacturers to consume their own smoke?—They chiefly use gas engines.

47796. (*Mr. Gardiner.*) As medical officer of health have you anything to do with the school children who are now under the corporation?—Not as medical officer, but I have had some experience in the matter in this way, I generally visit our schools if there is an epidemic disease prevalent, and if the school teacher asks me I examine a few children. As regards the general question of medical inspection of school children, in order to reach some views on the subject myself, I took one school, and I went through the boys' school, and also through the girls' school, weighing and measuring, examining eyes and ears, and also other matters in connection with them; I have not quite analysed my returns yet, but I have done that altogether with about 600 children.

47797. Supposing you were able to give more time, do you think it would be for the benefit of public health for you to overlook the children's health carefully?—I do.

47798. And with an enlarged staff, you would like to do that?—I would.

47799. That would affect health conditions generally, would it not?—In my opinion it would.

47800. You would then come across cases of overcrowding, which you might never hear of otherwise?—Yes, but we do house to house inspection now.

47801. But your staff is hardly as large as you would like it?—I have four sanitary inspectors, in addition to the one health visitor I mentioned.

47802. That is enough you think?—It is a very fair staff for a town of that size and character.

47803. Is measles compulsorily notifiable?—No.

47804. Would you like to have it made so?—No.

47805. Is there any other disease you would like to have made notifiable?—I would like to have consumption compulsorily notifiable.

47806. Any other disease?—Not that I know of.

47807. (*Mr. Phelps.*) Will that return with regard to the school children be published?—As regards the reason of it, I was asked to make a report to a special committee of the sanitary authority upon the subject, and in order to do so I had first of all to learn something of the subject myself, and that is the way I took to do it. I do not think it will be published, it will only be made for the benefit of the sanitary authority.

47808. (*Mr. Bentham.*) You have the system of voluntary notification of phthisis?—Yes.

47809. Is there a fee paid?—Yes, the same fee as is paid for ordinary infectious diseases.

47810. You do not say in Paragraph 2 of your statement that all cases are notified, you say: "All cases of pulmonary phthisis notified to this office are visited and instructions given to them as to how to live" etc.?—That is the point, because they are voluntarily notifiable I take it for granted all are not notified.

47811. You have not come across cases that have not been notified in the usual way?—Yes, we frequently come across cases in the death returns, we hear of cases regularly. Last year I took out the number of cases notified as compared with those who had died and I found of those who had died we were only acquainted with a little over 60 per cent of the cases previously.

47812. Therefore you urge compulsory notification?—I do.

47813. In the case of those that are sent away to the sanatorium I suppose the corporation bears all the expense?—Yes.

47814. What do they do with regard to the families of people sent away?—They have done nothing up to the present.

47815. You do not know whether relief has been necessary or whether it has been given under the Poor Law?—It may have come through the Poor Law.

47816. Do you keep these six beds fully occupied?—That has been the aim this year as an experiment. I may say the result has not been such as to justify that experiment being continued, and the council have agreed to reduce the amount that they contribute for that purpose. We do not intend to keep these six beds fully occupied in future, in fact we are only allowing for about one bed for the whole time, and another bed for a month or two; we are only going to send very few cases next year.

47817. Is it because the cases have not come under your notice early enough?—That is my view, and they will not go early enough, although we know the cases that we believe would be suitable; I write to them and ask them will they come and go to a sanatorium if considered suitable, they write to me and say they are not willing to go, that they are doing very well now. Six months afterwards they are willing, probably, but then they are unsuitable.

47818. Would you advocate compulsory removal of those cases?—No, because those cases are in the early stages, and therefore are not to any extent infectious.

47819. Would you advocate removal at any stage?—I would under certain conditions; if there was no isolation possible at home in the advanced stage, I would.

47820. You would treat it as an ordinary infectious disease?—Precisely.

47821. (*Mrs. Webb.*) With regard to the children, assuming that the Bill before Parliament passed and that you had means of medical inspection and treatment, would you suggest that the medical officer employed for that inspection should be under the medical officer of health?—Will you not say "medical inspection and treatment," will you say "medical inspection" alone.

47822. I was thinking of the Bill as it is at present?—I understand that only gives permission to treat. If you put it on the ground of medical inspection only I should prefer it to be under the medical officer of health.

47823. Would the difference of the Bill being medical inspection and treatment, which I believe it is, dissuade you from having it under the medical officer of health?—No, I should prefer it simply to be under the medical officer of health because it would be the lesser of two evils, but only for that reason.

47824. The point I want to get at is whether you want that officer under you or not?—I do.

47825. I gather that although you object generally to the combination of treatment with preventive measures, you do not object in respect of phthisis?—Yes I do, my isolation and treatment of advanced cases is purely from the same reason that we isolate cases of diphtheria or smallpox.

47826. But you do not object to the treatment of those cases?—No more than I object to the treatment of smallpox.

Dr. James Beatty.

26 Mar. 1907.

Extent of voluntary notification of phthisis in Northampton.

Provision for treatment of phthisis by sanitary authority.

Reluctance of incipient phthisis cases to be transferred to sanatorium.

Question of medical inspection and treatment of school children by medical officer of health.

Treatment of phthisis by sanitary authority should be preventive in principle.

Dr. James
Beatty.

23 Mar. 1907.

Sanitary
authority
should only
treat disease
so far as
necessary for
prevention.

The giving of
hygienic
advice as a
function of
the sanitary
authority.

Question of
free distri-
bution of
diphtheria
anti-toxin by
sanitary
authority.

Question of
treatment of
infantile
diarrhoea.

47827. You regard treatment there as necessarily connected with prevention?—Unquestionably, we have taken these people on as a trust and we must treat them.

47828. So in many cases treatment is incidental?—Precisely.

47829. Has the area of that incidental quality increased at all in the last thirty years?—I should think so, I should imagine, for example, that consumption has come under it.

47830. Do you know what proportion consumption bears to other diseases in adult life?—I have not worked it out for Northampton, so I cannot answer that question just on the spur of the moment. I know it causes a very great number, but I cannot exactly tell you how many.

47831. So that is a very great area in which you get both prevention and treatment?—Precisely, but I apply it only in the case of advanced cases.

47832. You would not favour any kind of treatment in the early cases?—Not by the sanitary authority.

47833. You would leave those to the Poor Law?—If they require treatment I think the Poor Law ought to take it on. I would certainly instruct them how to live in order to prevent them infecting others.

47834. You would have hygienic advice in the early stages?—Yes, in order to prevent the infecting of others, it is not for their own cure; please understand I am not instructing them in order that they may get well.

47835. I am not considering your purpose, but your practice, your practice is hygienic advice?—Yes.

47836. And your practice is treatment in the advanced cases?—That would be so.

47837. I gather you do not object to the health officer giving medicaments in the case of diphtheria?—Because it is the lesser of two evils. I do not think there is any other way of getting it. I should prefer that came through the authority that relieved the poor.

47838. In practice you prefer to do it yourself?—Because it would be better than nothing.

47839. In practice you prefer that the health authority should give free medicine for diphtheria?—No, pardon me, that is going too far.

47840. Free medicaments, I use your own words in your annual Report for 1904, "treatment by anti-toxin" (*reading to the words*) "on request." You are in favour of that I gather from this?—Yes, if the Poor Law authority will not do it, if the Poor Law authority would take it up I should prefer they should.

47841. The Poor Law authority must apply the usual deterrent principles to prevent the people coming on the Poor Law?—Precisely, if that be so, and there is an expensive measure that will prevent disease spreading and there is no other way of preventing it, I think in that case the sanitary authority ought to do it.

47842. In practice they ought to give this medicament?—Yes.

47843. As regards infantile diarrhoea, are you against the practice of the Manchester Town Council giving the diarrhoea mixture?—The question has not come before me, nor am I convinced that it is such a preventive.

47844. You say that diarrhoea is the great King Death?—Yes, I indulged in a little rhetoric there.

47845. And therefore you would not positively say that you were against giving medicine in an epidemic of diarrhoea?—I am not prepared to say so, but I think there is a better way of doing it, and that is by hygienic advice to these people as to how to keep their children in health.

47846. And is not hygienic treatment the greatest part of the treatment?—Not when they are ill.

47847. You still think medicine is the real part of the treatment?—Yes.

47848. I believe you give hygienic advice?—Certainly, before they are ill.

47849. I notice in your directions for the feeding of infants your hygienic advice goes on after the time they are well, it continues when they are ill; you do not stop your health visitor giving hygienic advice when the child looks in a bad state of health, do you?—I do not think

you will find that anywhere in my report. I think you will find in the case of infant feeding I put at the end of my directions, "If the child does not thrive under this method call in a medical man."

47850. I quite agree about that. You would not object to the health visitor, when the child looks sickly advising a different kind of feeding?—I should strongly object. I should say it is not the health visitor's business.

47851. Not to give medicine, but to give hygienic advice?—Yes, in advising a different kind of food she has taken on medical advice there which I think she has no right to do.

47852. She is giving definite hygienic advice here?—Yes, that is hygienic advice.

47853. You say in the "Directions for the feeding of Infants" in your Annual Report "an extra feed may be allowed for very weakly infants during the night"?—Yes.

47854. What is the meaning of weakly, is it not ill-health?—Certainly not necessarily ill-health; it may be the case of a child that has been prematurely born and is not up to full weight.

47855. Surely that is a case of ill-health?—Yes.

47856. You are therefore instructing your health visitor to advise them to give an extra feed during the night when they are in a weakly state?—One cannot hope to mathematically draw the line. I think, as to the line I have drawn, although it may be hazy at certain points, it is fairly strong. I think a case of that kind does not transgress the principle.

47857. You give treatment in all infectious diseases as a necessity?—As a necessity certainly.

47858. You give hygienic advice where the illness is being caused by bad habits, in the case of the mother suckling a child?—Yes, before the child is ill, I hope.

47859. And when the child is weakly?—When the child is weakly if you like.

47860. I gathered you regard early diagnosis as of importance in checking smallpox?—Yes.

47861. Would not that point to a certain amount of careful medical inspection?—Smallpox, at any rate, does not offer any practical difficulty in that matter, because in Northampton at any rate, if a man suspects he has a case of smallpox he sends for me.

47862. You mean a medical man?—Yes.

47863. Supposing it is a case in a common lodging house and the person does not get medical attendance?—If a person is ill of smallpox it generally makes them very ill for the first day or two and they would apply to the parish relieving officer, but in any case it is part of the duty, if I am not mistaken, of the keeper of a common lodging house to inform the sanitary inspector if there is any illness.

47864. I know it is his duty, but I am told it may not be carried out?—I do not know what it is elsewhere, but as far as my recollection goes it is tolerably well carried out with us.

47865. Do you consider that the treatment of a case ever leads to an early discovery of an infectious complaint? I mean to say, supposing you had more medical treatment in poor homes, would you discover cases which are not now discovered?—That is an exceedingly difficult question to answer.

47866. (*Mr. Nunn.*) With regard to inter-communication with Poor Law officers, I am afraid I do not quite understand the point. I thought you said that you did not think it necessary to get lists of persons who are suffering and are being treated by the Poor Law medical officers, because your death returns furnished you with the information that you required. Did I gather that?—I state that I should very much like to have access to registers if those are kept (I do not know whether they are kept or not) of sickness treated by Poor Law medical officers.

47867. With regard to consumption, may I ask how long your town council sends the patients away for?—That is largely left to the discretion of the Kelling Northampton sanitary authority.

Extent
which health
visitor may
legitimately
give hygienic
advice.

Question of
need of
further
medical
inspection
regarding
discovery
of smallpox.

Proposed
further
notification
of disease by
district
medical
officers to
medical
officer of
health.

Treatment of
phthisis
Northampton
sanitary
authority.

authorities, but if the case is doing well it would never be kept less than three months, and it might be longer.

47868. I want to ask your opinion whether you think that three months, which I think is a very usual time for patients to be kept at sanatoria, is really sufficient, not of course for the acquisition of knowledge of what persons habits ought to be who are suffering, but whether it is actually long enough for the formation of habits with regard to the cure and the prevention of the spread of the disease?—It is long enough for the improvement of the habits.

47869. **Habits** with regard to sputum, ventilation, etc? —I think it is long enough for the formation of these habits.

47870. Are you of opinion that the feeding up which persons get at these sanatoria is prejudicial or the reverse to their continued progress after they return to their own conditions, which are generally, of course, less suitable?—I do not think there is any probability—I speak as a medical man now specially—that it is prejudicial to their health afterwards, but, of course, if they cannot maintain the high standard of nutrition after they come home, they must fall back, but I do not think that in itself it is injurious.

47871. The fact that they have been living high is not injurious to them when they return to low life?—No, I do not see why it should be.

47872. May I ask whether you keep the returns of all your phthisical cases and have any means of following them up after they have returned from the sanatoria?—Yes, we are notified when they come home, and we watch them. We have developed an after-care committee of the local branch of the Society for the Prevention of Tuberculosis, to which these cases are referred, but you will observe that is a purely voluntary effort.

47873. You employ their health visitors?—They do not have any health visitors.

47874. Then how do they watch their cases?—The after-care committee tries to get the patient work after he returns from the sanatorium, but further than that—at the present time at any rate (it is only of recent formation—they would not follow the case; we, however, keep in touch with the case through the health visitor because she visits the homes in which any consumptives live regularly.

47875. That is the health visitor of the sanitary authority?—Yes.

47876. With regard to the question that was raised by Mrs. Webb, I suppose there is an alternative between the Poor Law and the sanitary authority acting, that alternative might be filled up by some voluntary body which came in and gave assistance to a person, assistance that was not legal at all?—Yes, certainly.

47877. Is there any organisation of that sort in Northampton?—In so far as this local association tries to obtain work for them.

47878. But it does not supply them with nourishment, supposing they really are deterred by the Poor Law, because they are very highly respectable people, for instance; there is no charitable or voluntary body that would take up their case and assist them?—Not by itself; they might get assistance through the churches, or something of that kind, to which they belong.

47879. But it is not organised assistance?—No.

47880. I confess I do not quite understand in what way the continuation of the preventive and curative assistance in two hands secures harmony and economy in administration; I do not quite see what point you arrive at in Paragraph 10?—My point is this, if you do the blending your aim must be to secure harmony of administration; if you do not do the blending there is no necessity to secure harmony, no more occasion than there is to secure harmony, say, between the police force and the Poor Law, or anything which is totally unconnected with it. If you do the blending you must try and secure harmony; if there is no blending there is no necessity.

47881. In the case of smallpox, is there any loss of economical efficiency; if it comes under one authority

would it not increase efficiency?—If a case of smallpox occurs under any Poor Law medical officer I am at once informed of it.

47882. You have to send to the public vaccinator before you can vaccinate, or do you take that into your own hands?—Northampton is one of the centres where views on anti-vaccination are extremely prevalent, and 70 or 80 per cent. of our people avoid vaccination altogether, but of course I would accept the view that vaccination should come under the sanitary authority, because I think that is essentially a matter of preventive medicine.

47883. Do you not think it would also secure efficiency if in the case of consumptives the whole matter were under the consideration of one medical chief?—You can secure that by compulsory notification of the disease.

47884. Directly you begin treating a consumptive case you at once find yourself confronted first of all by the fact that you have got a diseased person to deal with, and secondly that you have persons of various degrees of weakness in the same family who exhibit varying tendencies to catch the disease from the other. If you have one or two visitors coming from different sources or different authorities to visit the case, would not it tend rather to confuse the treatment of the case than if you had one authority which dealt with them all in the same way?—No; because in the one case the person is being treated as a patient, and in the other case he is being instructed how to live in order to aoid infection of others. He must be very dull, in my opinion, if he cannot draw a distinction between the two things.

47885. Even in the case of a person exposed to the infection who might therefore become a patient himself, as in the case of children of mothers who are suffering from consumption, one is often confronted by that kind of case, is not one? The mother has consumption and she is suckling a child at imminent danger. The prevention of consumption in the child becomes one fact with the treatment of consumption in the mother?—In that case, of course you would instruct the mother, because the child is incapable of understanding the conditions; you would treat them as one case. I think the medical man treating the case would of course understand that difficulty and tell the mother, and in any case the hygienic instruction the health visitor would give to the mother would refer to that.

47886. Is it not your experience—it is certainly mine—that in dealing with ignorant and poor persons, they are practically all children until they have undergone a certain amount of experience and instruction?—They are, but you can develop knowledge on this subject in their minds; I believe in Northampton, at any rate, we are developing public opinion on the subject of consumption and its infectiousness.

47887. You do not think you would gain any real advantage if you had to deal with the cure as well as the prevention of such a disease as consumption?—I do not, provided I know where the cases were; that, I think, is essential.

47888. That you would get by compulsory notification?—Yes.

47889. (Mrs. Webb.) Do I understand that you are now against the special municipal dispensary for consumptives that you advocated in 1905?—I am not against that municipal dispensary, because I advocated it as a way of getting hold of the cases.

47890. You did propose to treat there?—Undoubtedly, because it is the lesser of two evils.

47891. I only want to get clear that you do propose to treat with regard to phthisis?—In order to get in touch with the cases.

47892. I am not considering your purpose?—If I had compulsory notification I should get in touch with the cases.

47893. (Mr. Loch.) Mrs. Webb asked you a question with regard to a purpose; is it not necessary that your purpose should be stated in order that the question should be properly answered?—That was my idea.

47894. Would you mind stating your purpose, because that qualifies the answer?—My idea in advocating this dispensary was to get hold of the cases.

Dr. James Beatty.

26 Mar. 1907.

Proposed transfer of vaccination to sanitary authority.

Question of need of one authority for dealing with phthisis.

Extent to which sanitary authority may legitimately treat phthisis cases.

Dr. James Beatty.

26 Mar. 1907.

Advantages of voluntary notification of phthisis. Common Lodging houses and their relation to epidemics.

Tramps as a vehicle of small-pox.

Extent of co-operation between guardians and sanitary authority as to housing conditions, etc.

Absence of connection between housing conditions and pauperism or infantile mortality at Northampton.

47895. (*Mr. Nunn.*) I think I was asking you whether voluntary notification is any assistance towards the adoption of compulsory notification, or whether it is the reverse. Supposing you came across a borough where there was no voluntary notification at all, would you be inclined to advocate voluntary notification as a means of educating public opinion?—I would.

47896. (*Mr. Phelps.*) Have you many common lodging-houses in Northampton?—Only about six.

47897. Do they come under your inspection?—Yes, at least there is an inspector of common lodging-houses in my department.

47898. Have you ever traced epidemics to them?—No, not to them—not since I came to Northampton have I ever traced an epidemic to them.

47899. Or to tramps coming into the casual ward?—I have found a case of smallpox in the casual ward, but I have not traced any outbreak of the disease to any particular person.

47900. Then would you say you do not think that is a source of danger which requires to be guarded against?—I do think that smallpox has been brought to Northampton through tramps in certain cases, but that is only an inference, a guess, not a proved thing.

47901. Does your department have any relations with the board of guardians on such points as overcrowding? Have you ever had a case reported to you by the board?—I believe the relieving officer has reported in one or two cases that a house has been extremely filthy, and our inspectors have visited it and dealt with it.

47902. I gather from you that Northampton is very free from bad areas as regards housing and so forth?—Yes, it is at present.

47903. Are there any areas in it that you connect with pauperism?—Do you mean simply because the people in the area are very poor?

47904. I will put it in this way—where the social condition of the people is due to the character of the area that they dwell in?—That would mean that the houses and their surroundings were so wretched that the people had no inducement to self-respect?

47905. Yes?—In my opinion, I do not think so. I think that almost any house could be made tolerably decent.

47906. It has been put to us in evidence by some medical men that there is a great loss of life in consequence of the surroundings in which confinements take place; is that your experience in Northampton?—Of course that would mean that some puerperal accident had occurred. As a matter of fact, there were only two cases of death from puerperal fever last year, and about two deaths from puerperal fever in our average for years past—sometimes there are none. On that ground, I should think probably there is no great loss of life from that cause.

47907. Nor to the children?—No more than through the ignorance of the parents.

47908. All I want to lead up to is this: would you be in favour of a public establishment in which confinements could take place?—That is asking me a very wide question. I do not think it is fair to ask me to answer that without full consideration.

Dr. GEORGE HENRY PERCIVAL, called; and Examined.

Dr. George Henry Percival.

26 Mar. 1907.

47919. (*Chairman.*) I think you are surgeon to the Northampton General Hospital, district medical officer of health, and Poor Law medical officer for the Hardingstone district of the Hardingstone Union?—Yes.

47920. Where is Hardingstone?—It adjoins Northampton on the south and east sides for some distance.

47921. You have prepared for us a short paper which we will take as your evidence-in-chief, if you will hand it in?—Yes, I will do so.

The Witness handed in the following Statement.

1. My qualifications are that I have held the post of surgeon to the Northampton General Hospital for nearly thirty years, and for almost the same period have acted

47909. You think there is no evidence that the health of Northampton suffers from the insufficiency of medical assistance available for the poor. Do you know what the proportion of doctors is to the population in Northampton?—Yes, I can give you the actual facts upon that subject. I find that there are registered as giving addresses in Northampton, forty-two doctors, of whom twelve are not in practice. That leaves thirty who are in practice, and the population was between 91,000 and 92,000, I calculated, in the middle of last year.

47910. It is reckoned, is it not, that one doctor to a thousand population is, I will not say a proper proportion, but a possible proportion?—It is supposed that a moderately well-to-do population of one thousand persons will support a doctor.

47911. We will put it that way. You do not think a thousand people in Northampton would support a doctor?—I am sure they would not.

47912. That may be due to the healthiness of the town. Have you any large number of what in towns are called sixpenny doctors practising among the poor?—I speak under correction, as I am not quite sure on the subject, but I do not think there is much of that. The way it is worked is through dispensaries, that is to say, they have people joining a dispensary and paying a certain amount per month, and then they get treatment for that.

47913. Those would be individual dispensaries, so to speak?—Yes. I would say—I think I have mentioned it in my statement—that we have two public dispensaries, if I may call them so, and then a great number of medical men have organised individual dispensaries.

47914. Those competing, I suppose, rather with the larger ones?—Yes, unquestionably.

47915. Do your medical dispensaries have a staff of doctors, or are all doctors eligible for membership?—Take, for example, that medical institute which I mention in my paper; it has two doctors who are employed by that institute and paid salaries. As regards the other, the Victoria dispensary, I understand there are five medical men on the staff, who receive, I believe, the amount that is paid into the dispensaries in proportion to the number of patients connected with the dispensary that enter under them.

47916. Would you describe those as charities; take first the Northampton friendly medical institute?—No, I should not imagine that was a charity.

47917. Would you describe the second, the Victoria dispensary, as a charity?—That depends upon the view that a medical man takes when treating a case—whether he considers that if he gets below a certain amount of money, therefore he is giving charity. I do not know whether that enters into their minds at all, or whether they simply look upon that as a source of income. That I could not answer.

47918. That is what I really wanted to get answered. Do you think the five medical officers regard themselves as doing a charitable act to the poor, or do you think they are well paid for their services?—There is a member of a partnership one of whose members is connected with the Victoria Dispensary present here to-day, and I think you should ask him that—not me.

as medical officer of health for the villages round three sides of the town for about five miles, and have also had a country district under the Poor Law.

2. In my district there are two rural district councils looking after the sanitary needs of the population. One of them has an infectious hospital for the treatment of infectious cases, the other makes no provision for such cases, which are consequently treated in their own homes. Both councils of course look after the sewage, drainage, water supply, insanitary houses, milk supply, factories and workshops, etc.

3. I act as medical officer under the Poor Laws to the Hardingstone district of the Hardingstone union, one of the three districts to the whole of which I am medical officer of health.

Proportion of doctors population at Northampton.

Medical clubs and non-Poor Law dispensaries at Northampton.

Medical assistance the poor rural district council.

Attitude of Hardingstone Union towards outdoor relief. 4. This union is much against too much outdoor relief being given except in very urgent cases: the number of orders is small, and mostly only very old people quite past work apply for medical relief.

Prevalence of the aged in country districts. 5. The district is almost entirely an agricultural district, and the population is diminishing. It consists largely of old people, as most of the young ones prefer to migrate into the towns, where wages are better and there are other attractions.

Voluntary Effort.

Northampton voluntary hospital. 6. The Northampton General Hospital takes in all accidents and emergencies at once freely. The unions subscribe, and any severe case or one requiring operation is admitted into the hospital by letter, either from the union or from a private subscriber.

Northampton Victoria Dispensary. 7. The Victoria Dispensary covers a small part of my area close to the town. Poor people subscribe so much yearly and their families are admitted and entitled to medical relief from any one of six medical officers whom they may choose.

Medical clubs. 8. Medical clubs exist, but mostly for men, though there are one or two small female clubs in my district. The men are entitled to attendance during illness and receive so much per week whilst ill. The medical man is paid as a rule about 4s. per year per member. In some of the female clubs provision for midwifery attendance is made.

Prevalence of infectious diseases by medical officers. 9. The sanitary authority, and this only in one of my districts, takes charge of the infectious cases. In almost all cases no fee is charged now. I have urged that this should be done, as it popularises the hospital, people go into it more freely and we can thus more easily prevent the spread of an epidemic. It is also for the good of the whole district that the epidemic should be quickly stayed and so the expense should be borne by the whole public in my opinion.

The Poor Law.

Relief to the aged and members of clubs. 10. Orders given are few, mostly to the very aged, and these generally because through being out of work they are unable to keep up their payments or in some cases they have joined a club which has become bankrupt. I have known instances of great hardship from this latter cause, men have paid into a club for years and when approaching old age the club has failed.

Prevalence of infectious diseases. 11. Medical clubs have become so common in this district that it is only in exceptional cases like those I have mentioned that recourse is had to the Poor Law. There is a feeling amongst the better class poor against Poor Law relief and I think the number of Poor Law orders given now must be considerably less than fifty years ago.

Prevalence of infectious diseases. 12. The overlapping is mostly that now the medical clubs do the work of the old Poor Law. Then the infectious cases come under the sanitary authority as distinct from the Poor Law and the Poor Law subscribe to the hospital which admits their worst cases by letter and their operation cases. A large number of instruments are also supplied yearly by the hospital in exchange for letters.

Prevalence of infectious diseases. 13. To hand all medical care of the poor over to one authority would, I think, be very difficult. There seems, however, no reason why infectious cases should be treated by the sanitary authority and other cases by the Poor Law except that the taint of the Poor Law might prevent people making use of the infectious hospital. I think medical clubs should come under some form of Government supervision.

Prevalence of infectious diseases. 14. I do not think the health of the community suffers at all from insufficiency in amount of medical assistance, if anything there is too much of this and it would be far better if there could be more consolidation.

Prevalence of infectious diseases. 15. As regards quality the local village doctor generally is obliged to take the Poor Law appointment to keep out other competitors and the Board are obliged to appoint him, having no choice in the matter. The village doctor is the same person that as a rule attends all the gentry and others in surrounding villages, and is much better up in his profession than was formerly the case. The appointment is also for him worth holding, as he is practically now paid twice over—once by the Poor Law and again

by his club for, at one time, most of the club patients came under the Poor Law.

47922. (Chairman.) Your evidence, I see, relates generally to Hardingstone?—Yes; I supposed I was asked to come here to speak about rural districts.

47923. The Hardingstone Union is a union which is purely agricultural, and its population is diminishing?—That is so.

47924. Are the medical clubs that you speak of in the Hardingstone district, or are they in Northampton itself?—The medical clubs I refer to are in the rural district of Hardingstone.

47925. The medical clubs in this district you say have become so common that they practically deal with a very large number of cases which in the old days used to be dealt with by the Poor Law?—Certainly. The relieving officer informs me that about twenty or thirty years ago there were four times the number of orders given that there are now.

47926. What is the reason of this development of the medical club? Is it because the people who get medical relief from the Poor Law have felt rather the stigma of being attached to the Poor Law, or is it, do you think, because they did not think they got adequate medical treatment from the Poor Law?—I think they objected to the term "paupers" for one thing. I do not think they thought that the medical treatment was any the worse, because I had a club at one time in one of the villages, so they got just the same treatment.

47927. These clubs, I understand, have practically superseded Poor Law medical relief?—They have almost entirely.

47928. What sort of remuneration does the medical officer attached to the club get per case?—He gets about 4s. a year. I think that is the rule.

47929. How many persons were there in the club of which you were the doctor?—I forget how many there were at the time I had a club. It was only in one of the villages.

47930. Has the amount of pauperism in Hardingstone gone up or down in recent years?—I think it has gone down.

47931. Assuming a case is a serious one, I suppose the medical man can get the case taken into the Northampton General Hospital?—The guardians subscribe to the Northampton General Hospital, and in any very serious case would give an in-patient's letter. That is mostly done for operations.

47932. Would they do so, even if the man was not a pauper?—Yes, I think so.

47933. Then you refer to the Victoria Dispensary; is that in this Poor Law district?—Most of my district is entirely rural, but it is rather difficult to describe it. There is a little tiny part out of Northampton, just bordering on Northampton—a suburb of Northampton—which comes into my district for Poor Law purposes, but which is out of it for sanitary purposes; so it is a little bit complicated. The Victoria Dispensary goes into that. Then also the staff of the Victoria Dispensary will attend patients in the villages, if the patients will pay the doctor's fee for going out; that is, if they will pay a sum extra.

47934. The Victoria Dispensary is very much on the same footing as some of these medical clubs, I think?—Yes, it is; but it only takes a few villages round Northampton, just the nearest villages. No doctor would go more than a mile or two, as it would not pay. There are some villages nearly ten miles out, which the Victoria Dispensary would not touch.

47935. What is the population of the Hardingstone district?—The population of the Hardingstone district is 7,846. Besides that, for Poor Law purposes the Far Cotton district, which is the little suburb that I was referring to as being attached to the town, has a population of 4,086. Really the rural district has a population of 7,846 now. In the census before that it was 8,420, so it is going down considerably.

47936. (Sir Samuel Provis.) Is that the rural district that you are speaking of?—Yes, I am only taking the figures for the rural district.

Dr. George Henry Percival.

26 Mar. 1907.

Medical clubs in rural districts.

Medical relief supplied by medical clubs.

Deterrence of medical relief.

Medical relief supplied by medical clubs. Remuneration of doctors of medical clubs.

Subscriptions by guardians to voluntary hospitals.

Area served by Victoria dispensary at Northampton.

Population of Hardingstone district.

and union.

Dr. George
Henry
Percival.

26 Mar. 1907.

Effect of
the deter-
rence of
medical relief
on formation
of medical
clubs etc.

Prevalence
of medical
clubs in
North-
ampton.

Question as
to the under-
taking of
medical relief
by rural
district
council.

Motives of
doctors in
accepting
appoint-
ments as
district
medical
officers.

Difficulty as
to whole-
time district
medical
officers in
the country.

Proposal for
whole-time
district
medical
officers in
town, and
difficulties
in connection
therewith.

47937. (*Chairman.*) Would you go so far as to say that you think the fact of medical relief being associated with the Poor Law is a deterrent, and prevents people getting medical relief when they require it?—I do not think so, because there are so many of these clubs now that they always go to their club doctor.

47938. That is not quite my point. Supposing there was no club, and supposing a person was in the social class which is the class from which paupers are taken, do you think the fact that the only medical relief they could get would be under the Poor Law would act as a deterrent and prevent them coming and applying?—They grant all these orders on loan. I think that to a certain extent deters them.

47939. That is not quite my point either. My point is this: Does the fact that the relief they get is associated with pauperism prevent them from applying as soon as they otherwise would if there was no such stigma?—I think it does.

47940. You state that you think that feeling had something to do with the formation of these clubs?—Yes, I certainly think it had.

47941. Are these clubs general throughout Northampton?—I should say they are everywhere almost throughout Northamptonshire.

47942. Though perhaps not proportionately on the same scale?—I think they are almost universal in Northamptonshire. I do not know any village without a club.

47943. You are not in favour of amalgamating the present medical service with the sanitary authority, I gather?—In rural districts they are practically the same authority, are they not? The board of guardians meet, and then, when their Poor Law business is over, they continue sitting and then they call themselves the rural sanitary authority, but they are the same people.

47944. I rather read your Paragraph 13 as expressing an opinion contrary to such an amalgamation?—I think my idea is exactly different. It is rather ridiculous to call these people the guardians in the one case and the sanitary authority in the other. If it were all under the rural district council, it would be much better, no doubt, and it would avoid the stigma of pauperism being applied.

47945. What is the meaning of these words: "To hand all medical care of the poor over to one authority would, I think, be very difficult"?—First of all there is the distance. I was taking it that you meant the one medical man for the whole district.

47946. I beg your pardon. As regards the appointments connected with the Poor Law, one of the inducements to a medical man to take such an appointment is in order to keep somebody else out?—Yes. A medical man who settles in a village must do that, of course.

47947. Because he not only gets whatever may be the emoluments from the Poor Laws, but he also gets the chance of setting up a club or being connected with a club?—Yes.

47948. Would you be in favour of medical officers being paid for their whole time?—There would not be sufficient in a rural district for them to do.

47949. Take a big town district?—In a big town district you would have to break the work up; one man would not be able to do the work, I think.

47950. Would you be in favour of paying a whole-time officer?—Do you mean as Dr. Beatty is paid whole-time as medical officer of health?

47951. Yes, to give up your whole time?—I think in large towns you must have it so.

47952. (*Mr. Bentham.*) That is, instead of a general practitioner being paid a small salary under the Poor Law, a medical man should be paid for his whole services and give all his time?—In a town?

47953. In suitable areas?—Yes.

47954. (*Chairman.*) Are you in favour of that?—I am.

47955. (*Mr. Russell Wakefield.*) But such a medical Proposal man would not be able to cover the whole area of a good whole-time sized town, would he?—Not at all—taking the Poor district Law work and the medical officer of health's work as medical officers in town, and difficulties in connection therewith.

47956. In fact, you would be obliged to have more than one such officer in a place the size of Northampton?—Yes; the work would have to be divided.

47957. It would probably be a more expensive plan than the present one then, would it not?—Yes.

47958. There might not be enough work for that man in a particular area, and yet if he was to go beyond that area the distance would be too great for him to do his work, and so the man would not have this whole time fully occupied?—Are we talking of towns or rural districts?

47959. Of towns?—I suppose that would be so in towns.

47960. The Victoria Dispensary is a provident dispensary, is it not?—Yes.

47961. Might I ask you what the people subscribe yearly? In Paragraph 7 you say "so much"?—I think it varies a little according to the number of the family, but I think it is 4s. and upwards. I have not the figures with me, as I did not know I was going to be asked about the town work.

47962. Do you think their subscribing 4s. to that gives them an idea that it justifies them fully in making a call upon the medical man?—Yes. If they go for six months without their doctor, they think they ought to have a bottle of medicine certainly.

47963. They think they are being done out of something; they have paid their 4s., and they are not getting anything for it?—Yes; that feeling is very common.

47964. (*Mr. Phelps.*) Are you one of the doctors of the dispensary?—No, but my partner is.

47965. Then I might ask you the question that I left off with Dr. Beatty. Do doctors, as a rule, regard it as a lucrative form of practice?—Yes.

47966. They do?—The treasurer of the dispensary is here. One doctor has taken more than £1,200 a year out of it.

47967. Which there would be great difficulty of recovering probably in the ordinary way?—Certainly from that class of people it would be difficult to recover it in the ordinary way.

47968. That doctor would not regard it as a charitable undertaking on his part?—No.

47969. But as a pure matter of business?—Yes.

47970. At a 1d. a week you can afford to do that?—Quite so.

47971. Do you know at all what the average rate of wages is in your district, the Hardingstone district?—Average wages are 13s. 6d. in Hardingstone rural districts. It might be put down that the average is from 13s. 6d. to 15s. a week.

47972. Are those the wages of the adult labourer?—Yes.

47973. In most houses there would be something else coming in, would there not—either the wife would work, or the son would?—Yes, and then they always get a little cottage with a bit of garden.

47974. I was coming to that. Is the family income often different from the individual income of the head of the family?—Where there are grown-up children, of course it would be; and I think very often there are.

47975. What do rents average with you?—They average about 2s. a week.

47976. For that can you get a good cottage?—For that you can get a good cottage and generally a bit of garden, or, if not, there are generally some allotments which they can take at a very cheap rate.

47977. Do you find that the people who come under your care have suffered from insufficient housing or bad housing?—That has improved a great deal of late years. As medical officer of health, I have had the worst cases cleared out; but there is a great deal of difficulty in that, and we cannot clear out all that we should like to, because it is very hard on the cottagers, as the landlords will not put up fresh cottages.

Rate of subscrip-
tion
Victoria
Dispensary.

Incomes
drawn by
doctors from
provident
dispensaries.

The financial
working of
provident
dispensaries.

Average
wages and
rent in
Hardingstone
rural
districts.

Housing
conditions and
attitude of
guardians
thereto.

47978. You act for the guardians, do you not?—Yes.

47979. If you report a case as being badly housed for the purpose of cure, would they offer the workhouse to such a case?—They probably would, but I do not think such a thing has ever occurred.

47980. Do you ever recommend cases as being more suitable for treatment in the workhouse than at their homes?—No; I do not think I ever have done so.

47981. In the average cottage in villages which you visit, what number of rooms would you find?—Two at the most, as a rule, I should say.

47982. In the Northampton hospital that you attend, have you any special class of disease, any local malady, any particular disease I mean running through a large number of cases?—No, except you might say tuberculosis. I think we might say there are a good many of those cases.

47983. Do you think it is more rife with you than it would be in an average parish in England, or in the district?—I do not think it is so common as it used to be, especially taking tuberculosis of the bones. I can remember the hospital I am afraid more than thirty years ago when I was a pupil there, and then we certainly had more cases of tubercle in the bones and joints than we have now.

47984. On the whole, you think it is becoming less?—I think so, in the villages especially. The housing is better and I think tuberculosis is gradually decreasing.

47985. (*Mr. Gardiner.*) I do not quite understand the end of Paragraph 13 where you say, "I think medical clubs should come under some form of Government supervision"?—Some of these clubs used to be village clubs. They used to join amongst themselves and form a club, and then they got the medical relief, and also a certain sum per week for themselves when they became old men. Then as time went on, the younger men did not join these clubs, but they joined rather the Hearts of Oak and the other friendly societies; but the old men were of course getting older, and they drew more on the funds. So the club would break up, and that threw a great many of the old men on their beam ends as they got older.

47986. What kind of Government supervision would you desire?—All clubs could be registered, could they not?

47987. You want compulsory registration then. Anything more—about the audit?—Yes, certainly.

47988. They ought to be audited by a certified Government auditor?—Yes, I think they ought to be.

47989. Anything further than that? Would you say that every man should have a copy of the Government Report?—Quite so, and then if the audit shows that it is coming to grief, there should be power to break the club up and distribute the funds as far as possible.

47990. Start at the other end: Would you allow a group of labourers or working people to start a club of this kind without Government permission?—I do not think you ought to. It will come to grief again in the same way, and then it will be very hard for them as they grow older.

47991. So you would like to see a Government licence before the club is started, and Government inspection after the club is started?—I think I should.

47992. (*Miss Hill.*) You do not suggest that Government supervision is required so far as they are purely medical clubs; it is only when there is sick benefit attached to them you think that is required?—The doctor would be the only person to suffer in the case of a sick club failing.

47993. You are not proposing this supervision from any feeling that the medical attendance is insufficient or unsatisfactory?—No, and I do not think it is, because they could change their doctor directly.

47994. There is no dissatisfaction with the clubs, or with the medical attendance provided by those clubs?—No.

47995. (*Mr. Loch.*) Has this growth of clubs been due to the fact that the Poor Law guardians of the district have adopted a restrictive line in regard to medical outdoor relief?—I suppose one could not say that altogether,

because it is so universal. I do not know that all guardians have been restrictive.

47996. You have referred to the medical relief being given on loan; is that a common practice in the area of which you have been speaking?—It is done in the Hardingstone district, and it is done in the Olney district in Buckinghamshire, I know; but I think it is not done in the Brixworth district.

47997. So that you think this is to a large extent a natural outcome of the people, irrespective of the Poor Law pressure, so to speak?—Yes, I do think so.

47998. Does it come to this, then, that there is no medical relief or very little in these unions, and that when you get to exceptional treatment, the guardians by their subscription to the hospital can meet it?—The number of visits I paid to the different villages (leaving out the Far Cotton or Town suburb) in 1906 was only eighty-one for all the cases, so there could have been but very little.

47999. Is there any reason why what you have done or what has been done in this union should not be done all over the country?—None at all.

48000. Do you think that the relief in other cases is more attractive, and that that is the reason for its not being done; or have the doctors not pressed it?—We cannot press it unless we get orders, and there are not many orders given.

48001. The doctors have, I suppose, manufactured by degrees this system of medical aid through their clubs as an alternative?—Yes, I suppose they have.

48002. Do you think that that might not equally be carried out throughout the country?—Yes.

48003. So in your opinion, judging from your experience, one may say that the Poor Law medical relief of the country might be reduced infinitely if this system prevailed everywhere?—Yes. I think the villages only suffer in two directions. They do not get sufficient nursing, and the midwifery is very bad indeed. The Midwives Act is absolutely a dead letter.

48004. To get those two things righted, would you be prepared to suggest that the nursing, to take that first, should be provided in connection with voluntary associations?—Yes, certainly; that was my meaning.

48005. Would you be prepared for the guardians paying for the nurse, if she has been so provided?—My idea was more that it should be done in connection with a voluntary association. They are doing that very much in South Northamptonshire, where Lady Knightley has taken up the scheme so very much. They have five districts, and there are four or five villages, according to the size, in each district; and each person by paying so much a week has a call on the nurse according to their circumstances, so that the very poorest person by the payment of 1d. a week, that is, 4s. a year, can get this nurse to attend his or her family.

48006. Is there anything in the industrial conditions of those districts that makes it easy for them to do that, but will make it difficult elsewhere?—Not at all; it might be done everywhere, I think.

48007. As to the midwifery, is it your idea that it could be treated in the same way?—This nurse attends to the midwifery in the same way. At present, in my district, the old midwives are practically attending, and they are registered; but they are the most ignorant people possible.

48008. Are they beginning to promote this nursing and midwifery method in other parts of Northamptonshire?—They hope to extend it; it is gradually extending.

48009. Is this being done by a county association?—No. Lady Knightley has taken it up in her district mostly, that is in South Northamptonshire.

48010. But it is spreading?—It is spreading a good deal there.

48011. Have the doctors done their best to bring this new system into their unions?—There has been a little breeze, because Lady Knightley would not have the doctors on the medical committee. The British Medical Association took it up, and had some correspondence with Lady Knightley, and as a compromise for the time,

Dr. George Henry Percival.

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Medical relief on loan.

Number of annual visits paid by District Medical Officer to patients.

Possibility of supplanting medical relief by medical clubs.

Lack of nurses and midwives in villages.

Voluntary Nursing Association in Northampton, and need of its extension.

Dr. George
Henry
Percival.

26 Mar. 1907.

Possibility
of voluntary
effort
replacing
medical
relief.

Difficulties
as to whole-
time District
Medical
Officers in
towns.

to see how it works, two doctors are now on Lady Knightley's committee.

48012. Then your evidence comes to this, that, at any rate in this county, which is not singularly exceptional, the voluntary element, given good sway and well led, can practically meet the demands of medical relief?—It would entirely, I believe.

48013. (*Sir Samuel Provis.*) I am not quite sure what your view was about these whole-time officers. Let us first of all take the case of a town. Is it your view that a district medical officer might be required in the case of a town to give his whole time to his duties?—I did not come prepared to think the matter out as regards towns, I am afraid.

48014. Then let us take the other case?—I think if you combine the medical officer of health's work and the Poor Law work, you would have to cut it up into districts in the case of a town like Northampton with a population of 90,000. That is what I am thinking of.

48015. In a case like Northampton, which has a population of 90,000, how many officers would you want?—You would want three officers to do that work, I think; but you must cut it up in a certain way.

48016. Do you think it would be desirable that the medical officer of health's work should be cut up in a town like that; or do you think it would be better that there should be one such officer for the whole town?—I think it better that there should be one such officer myself.

48017. Even if that were the case, it would be possible so to divide the town that the district medical officers' work might require the services of whole-time officers?—Yes.

48018. Would you think that desirable?—Under one public health officer I suppose you mean, so as to embrace the whole of the town?

48019. Not necessarily; that would be another matter. Could a town be so divided that the district medical officer's work might require the services of whole time officers?—I think it might be done.

48020. (*Mr. Bentham.*) That means the medical man being paid a salary to give his whole time for Poor Law

purposes for a given suitable-sized area, instead of being paid a salary as now and doing private practice?—I think there would be many objections to that. I have not thought it out yet. But I think that poor people would not like it at all.

48021. (*Chairman.*) Not having whole-time officers?—The poor people would not like to have a whole-time officer. "He is only a pauper doctor" they would say; and they would not like it.

48022. (*Sir Samuel Provis.*) They would have just as much choice as they have now, because they can only send for the Poor Law medical officer for the district in which they reside?—Yes; but there are three different district medical officers in Northampton, and they are all in private practice.

48023. But a particular poor person who wants a doctor cannot choose any one of these three?—No, but then if he sent for a whole-timer—a pauper doctor—that would be a sort of stigma.

48024. (*Mr. Russell Wakefield.*) Every one of those three is attending to private practice, you say?—Yes, every one of them.

48025. (*Sir Samuel Provis.*) There are cases, of course, where district medical officers do give their whole time to their duty?—Not in the country districts.

48026. But in the towns?—In very large towns.

48027. Now take a country district; would you not say the area would have to be too large if a man was required to give his whole time to the duties of medical officer?—Yes; and then the distance the people would have to send for medicines and for a doctor would be also against it.

48028. (*Mr. Bentham.*) Have you ever known cases of people who are in receipt of Poor Law relief being members of a medical club?—I have known cases where they have been members of a club, and have come down, I think, in most cases.

48029. Have you known people who are receiving outdoor relief and paying their pennies into these medical clubs at the same time?—No, I do not think so.

48030. You do not know of such cases?—No, I do not.

The Rev. Canon BURY, called; and Examined.

The Rev.
Canon
Bury.

26 Mar. 1907

48031. (*Chairman.*) You have been good enough to prepare a paper which we will take as your evidence-in-chief, if you will hand it in?—Yes, I will be pleased to do so.

(*The Witness handed in the following Statement.*)

SOCIAL AND INDUSTRIAL CONDITION OF UNION.

Social and
industrial
condition of
Brixworth
Union.

1. A rural district consisting of thirty-six parishes. Population (1871), 13,866; (1901), 11,829. Rateable value (1871), £102,232; (1901), £109,350. The increase of rateable value arising from increased assessment of railway, construction of waterworks to supply Northampton, and development of ironstone workings.

2. The district is about the centre of the county of "Squires and Spires." The spires remain, the squires have departed, their places occupied by hunting men often non-resident except in hunting season, and as a rule recognizing no local responsibility.

3. Agricultural land has depreciated in value from 10 to 40 per cent. in the last thirty years, much laid down to grass, and there is less labour required, the otherwise surplus labour being employed in the ironstone works.

Lack of
success of
small
holdings and
large
allotments.

4. Agricultural tenancies average from 200 to 300 acres. Small holdings and large allotments have been tried here and there but without much success. The agricultural labourer finds that a small garden at his cottage door and a rood of allotment ground pays him much better. Almost every village is well provided with allotments.

Industries
and wages
in Brixworth
Union.

5. There is a small pinafore factory at one village (Spratton) and a shoe factory at another (Walgrave),

otherwise the district is purely agricultural, small home industries such as lacemaking and shoemaking have almost disappeared. The agricultural labourers' wages are nominally 14s., being about 1s. increase in thirty years, the purchasing power for 1s. is, however, for necessities, more than twice what it was thirty years ago. Skilled labour is getting scarcer as more machinery is introduced. Young men gravitate to the towns for the big shilling.

6. Co-operative Societies are strong in three or four villages, notably in one, Harleston, where the whole distributive trade, including the public-house, is co-operative, one result being that debt has disappeared.

7. Almost the whole of the male industrial population belongs either to local or affiliated benefit societies. The former as a rule are insolvent and their amalgamation with the latter is very desirable but difficult to effect. Only one is so amalgamated. The National Deposit Society has not yet "caught on." Medical clubs for the women and children are very general.

8. Pauperism is comparatively small but has very largely increased during the last twelve years for reasons explained below in paragraphs 18 to 20.

9. Of the thirty-six parishes a considerable number of the smaller ones are "close parishes." The apparent advantages of these must be largely discounted. They have a tendency to weaken independence while the fictitiously low rent of the cottages tends to depreciate the market value of cottage property elsewhere and as a consequence to depreciate its quality and to increase the difficulty of the housing problem, as well as to affect injuriously the character of the people and the rate of wages.

Industries
and wages
in Brixworth
Union.

Difficulty
as to whole-
time District
Medical
Officers in
the county.

Question
members
Medical
clubs
receiving
relief.

Co-operative
societies.

Local
friendly
societies.

Close
parishes.

PECULIARITIES OR EXPERIMENTS IN POOR LAW ADMINISTRATION.

10. During the strict administration of the Law which began in 1873 and continued until 1894, a medical club was formed for the whole union district of which each parish was a branch and each guardian a steward. By means of this the restriction and gradual abolition of outdoor medical relief was effected, a further consequence being that by degrees each parish was induced to provide its own medical club, and the union medical club ceased to exist.

11. A small charitable fund to which three or four gentlemen contributed was placed at the disposal of the Chairman (myself) to meet exceptional cases. At first this was worked without the cognisance of the guardians, but subsequently it was (unwisely, as I think) administered with the knowledge of the whole Board. It was never intended to become permanent, and as the outdoor pauperism decreased it was less and less required.

THE RESPECTIVE MERITS OF INDOOR AND OUTDOOR RELIEF.

12. Indoor relief has the merit of being:—

- (1) An effective test of destitution.
- (2) The only safe way of giving a right to relief.
- (3) The only sure way of applying the first principle of the Poor Law, that the lot of the pauper should be less eligible than that of the independent poor.
- (4) An assurance to the charitable and the necessitous that no one need starve.
- (5) If well managed, a place of more or less comfort for the unfortunate and more or less discipline for the undeserving.

13. Outdoor relief is a purely mischievous system, demoralising to rich and poor and largely responsible for the pauperism of the country.

CLASSES OF PERSONS APPLYING FOR RELIEF.

14. Mostly from the agricultural class of labourers, who have been encouraged to think that they have a prescriptive right to outdoor relief when past work.

15. The partially disabled, pedlars, hawkers, women earning a little by charing who want just a little in aid of earnings and whom it will be so cheap (the guardians think) to relieve.

CAUSES OF PAUPERISM.

16. Ignorance, outdoor relief, endowed eleemosynary charities, indiscriminate charity, insanitary conditions, bad cottages, free hospitals, especially the out-patient department.

CLASS OF PERSONS SEEKING ELECTION AS GUARDIANS.

17. Clergymen (a few), farmers, small tradesmen, artisans, and occasionally a labourer.

PARTICULARS AS TO ADMINISTRATION OF THE UNION.

18. Until thirty-five years ago the administration was very lax with the usual results; in 1872 one person in every twelve was a pauper, at a cost of £8,406.

19. In 1872 a reform was begun, and administration became careful; outdoor relief gradually restricted until in 1895 there were (January 1st) seventy-three indoor and but eighteen outdoor paupers and total pauperism one person in every 126. Total cost, in-maintenance and out, £1,039.

20. In 1895 the devil broke loose again after the Act of 1894 elections, and the number of paupers, both indoor and out, have largely increased, standing (January, 1907) at 101 indoor and 127 outdoor, total pauperism one in forty-three. Total cost in and out maintenance, £2,326, an increase of £1,287.

SUGGESTED REFORM IN LAW OR PRACTICE.

21. The following suggested reforms are the outcome of my experience as a guardian:—

- (1) Abolition of out-relief, the one thing to be aimed at.
- (2) President of the Local Government Board to be a permanent appointment.

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- (3) Stipendiary chairmen without voting power.
- (4) A guardian nominated by the Local Government Board for each union.
- (5) Enquiry by experts on the spot as to extremely pauperised and extremely depauperised unions.
- (6) His Majesty's Inspectors to inspect out-relief cases from time to time.
- (7) Prohibitory Orders strengthened by limiting exceptions to "sudden and urgent necessity."
- (8) Rules of administration approved by experience to be made Poor Law Orders.
- (9) Abolish Law of Settlement.
- (10) Abolish compound householders.
- (11) Make out-relief a parochial and in-maintenance a union charge, in the event of (10) being carried out.

22. The main difficulty connected with Poor Law administration in the rural district is the indifference of the general public and the almost entire ignorance of the subject on the part of the guardians.

48032. (*Chairman.*) You are rector of Harleston, and you have been guardian and chairman of the Brixworth Board of Guardians in Northamptonshire for a good many years?—Yes.

48033. That is a purely agricultural district, is it not?—Yes.

48034. I see the population has considerably diminished during the last thirty years?—Yes.

48035. You started some years ago, or there was started, a medical club; and one of the results of this medical club has very largely been to supersede medical poor relief?—Yes.

48036. That club is still going on, I understand; is that so?—The club that I started was the union club. There were no medical clubs in our district when what I might call the reform began in 1873. With a view to restricting outdoor medical relief and starting medical clubs in the various parishes we started a club for the whole union, of which each parish was a branch and each guardian was a steward. That had the effect of practically doing away with the necessity of medical relief from the guardians and of starting medical clubs in each parish. There are medical clubs now in each parish, but Poor Law medical relief has begun again, since 1895.

48037. If you have a serious case in these medical clubs, you are able to transfer it either to an infirmary or to a hospital, I think?—That would rest with the doctor, and whether he thought it necessary to do so; if he thought it necessary it would be done.

48038. You have had a very long experience as a guardian, and the result of your experience has made you very hostile to outdoor relief?—Yes, it has.

48039. You go so far as to suggest that it should be altogether abolished?—Yes, I should like to see it abolished.

48040. Have you had any experience of the administration of the Poor Law in a big industrial centre?—No, none at all.

48041. Would you be disposed to apply so drastic a rule to an industrial centre?—I should, but I should not like to speak about industrial centres, because I do not belong to them. Still I think that what is good for the country in the long run would be good for the towns.

48042. In the case of a person who came up for relief, who was admittedly destitute, and to whom you offered the house, but who declined to go into the house, what applicant under those circumstances, did you do?—He must take the responsibility, we said. Our responsibility was over, I thought, then.

48043. Did you ever have cases of that kind?—I do remember one. No doubt there were more. That was a case of an old man and his sister living together in a most miserable condition—only one bedroom upstairs and one room downstairs. We thought, and I think rightly, that that was a disgraceful condition for them to be in. They resisted coming into the house for a very long while, and they were privately helped I suppose by their friends in the parish, otherwise they could not have lived at all. But the conditions became worse, and they at last came in, both of them. If I remember right, the man went out

The Rev Canon Bury.

26 Mar. 1907

Apathetic public and ignorant guardians the chief Poor Law difficulties.

The re-placing of medical relief by medical clubs in Brixworth.

Proposed abolition of out-relief.

The position on refusal by the house, what applicant to enter work-house.

*The Rev.
Canon
Bury.*

26 Mar. 1907

Indoor relief
or the bad.

Method of
assisting
destitute
deserving
married
couples in
Brixworth.

Details of
Brixworth
system of
relief.

Question of
possibility of
abolishing
out-relief in
towns.

Effect of
increase of
relief on
medical
clubs.

Effect of
Local
Government
Act 1894 on
status of
guardians.

after a certain time and came back again, and I think they both died in the workhouse. I will not be quite certain about them both dying in the workhouse, as it is many years ago now.

48044. Coming back to the abolition of outdoor relief I assume that under your administration anybody of a bad character and of vicious habits, who was proved to be destitute and wanted relief would, as a matter of course, be sent to the workhouse?—He would be offered the workhouse.

48045. Supposing a fairly respectable couple came up and applied for relief, how did you treat a case of that kind?—We should, first of all, endeavour to find out whether the case was really destitute, what relations there were that might or could help, what sources of relief could be procured in the parish; and if the worst came to the worst, which it hardly ever did, I should have been able to help that case to a sufficient amount from a small charitable fund which I had at my disposal. But that very rarely happened.

48046. I presume you would have felt a reluctance to send a respectable couple, because they were destitute, to a place which was full of the bad characters?—Yes.

48047. You were able to work without the system of outdoor relief because you were in possession of certain resources, and had a fairly efficient system of charitable organisation to help you?—I had no organisation, but I relied upon the charity of the parish if it was really necessary—the rich people, and the poor and their friends and relations mainly. My small fund was a very small fund, but it had this advantage, that by means of it I could, as it were, draw out from others, by offering a small sum myself, the help that was necessary. That was really the way it was worked.

48048. You further, I suppose, had the advantage (yours being a union of limited dimensions and of a comparatively small population) of knowing almost everybody who came up?—Exactly. I visited them always myself.

48049. Do you think that you could enforce the abolition of out-relief in a place where those conditions either did not exist, or did not exist to the same extent, where there was a large population, where persons did not know each other to the same extent, and where there was not necessarily a fund associated with, or behind, the guardians to enable them to deal with the destitute but respectable cases?—I do not attach very much importance to that fund, and I think the larger the place the more possibilities there would be for getting help if it were needed. But I must be allowed to say that I do not want to speak for the larger places, as I do not know any of them. I only go on the principle that I think what is good for the country might be done, and ought to be done even better, in the towns.

48050. It seems to me at the same time that to carry out your ideas it is necessary that there should be some co-operation between charity and the Poor Law?—Yes, at first, certainly, but not necessarily after a while, because I think the abolition of out-relief would by degrees dispauperise a whole district.

48051. You resigned the chairmanship of the Brixworth Board in 1895?—Yes.

48052. And somebody else apparently took your place?—Yes. I did not mean to be personal in that paragraph.

48053. Pauperism has gone up a good deal since?—Yes; it is going up rapidly, I am afraid.

48054. Has the effect of that increase of pauperism been confined merely to its evil results on the Poor Law administration, or does it show itself outside; for instance, does it affect medical clubs, do you think?—It has not done so at present; I do not think the effect has been felt sufficiently for that.

48055. Did the Act of 1895 make much difference in the character and status of the guardians who were nominated?—Yes, it did. There were a good number of guardians who came in who had not very much stake in the poor rate at any rate, and there were a certain number of labourers who were of a class naturally likely to favour outdoor relief, and who of course had been very much interested in the contest that had gone on between those who favoured out-relief and those who were opposed to it. They had naturally taken what was called the

popular side, and came prepared to support the popular side, which was the outdoor relief side.

48056. There were labourers on the board, were there?—Labourer. There were two or three when first the Act was passed and the first board of guardians under the Act came in. There are not any now, I think.

48057. As regards your recommendations, I suppose I am right in assuming that what is at the back of those uniform recommendations is a desire to establish uniformity, more ministrations or less?—Yes.

48058. You make various suggestions all with that object. Your third suggestion is that there should be stipendiary chairmen without voting power. What is your idea in having a paid official in that position? Do you mean to have a man who would go round and preside over, or associate himself with, various boards of guardians or do you propose that he should concentrate his attention on one particular union?—My real object in making that proposal was to prevent what is continually happening in rural districts, and I dare say in towns as well, namely, the change of chairman. A strong chairman is very strong for both good and evil, and if you are constantly changing your chairman, it very often happens, especially when the board is equally divided in opinion about outdoor relief, that you may have for one year a chairman very strongly in favour of out-relief, and for the next year a chairman very strongly opposed to it; so there is no continuity of policy, and I think that is a very bad thing for administration. I think on the whole it would be a good thing to have a permanent chairman, assuming that he held views such as I hold myself, and to retain him in that position.

48059. Assuming there is a change of the character you have just described, of course it does not merely affect a particular period, but it disorganises all the administration and upsets the minds of officials?—Exactly.

48060. Your next suggestion is that there should be a guardian nominated for each union by the Local Government Board?—Yes. That is again with the same object in view; and I should like to have added "without power to vote," because I think if these nominated guardians vote, they would excite opposition and suspicion on the part of the other guardians, whereas if they did not vote they would be there merely as instructors, so to speak, of the way in which the relief should be given. There again I am assuming that the Local Government Board will nominate such guardians as I should approve of.

48061. Then you suggest inquiry by experts on the spot as to extremely pauperised and extremely depauperised unions? I assume the object of that would be rather to instruct the guardians, and give them a line as to what a certain course of conduct on their part is pretty sure ultimately to involve their union in?—Exactly so; and I think even here there would be another effect which will be good. It seems to me very hard for a well administered union, which has been going on for a number of years, to have, side by side with it, a very badly administered union; because the poor people cannot understand why relief should be given to A.B. in one union and denied to a similar case in another. That leads to the good unions, where relief is strictly administered, getting a bad name in the district; and it makes it all the more difficult for guardians, who have not got moral courage, to act on their convictions in any particular case.

48062. Your next suggestion is that His Majesty's inspector should inspect out-relief cases from time to time. As I understand, the system at present is such that the inspectors hardly have time to go into that side of the question; they inspect the institutions and so on, but they do not, as a rule, attend out-relief committees?—That is so, but I think it would be a very good thing if they did.

48063. I suppose you would say that the treatment of applications by out-relief committees really dominates the policy of the board?—Yes. I have no experience of the way of administering relief in large unions, but I understand it is done by committees. In small country unions, it is done by the whole board.

Proposal of
permanent
stipendiary
Chairman of
Board of
Guardians

Proposed
nomination
by the Local
Government
Board.

Difficulties
caused to
well-administered,
by badly-administered
unions.

Need of
inspection of
out-relief
cases by Local
Government
Board
Inspectors

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Need of
inspection of
out-relief
cases by Local
Government
Board
Inspector.

Proposal to
limit out-
relief to cases
of sudden and
urgent
necessity.

Difficulty as
to burial
expenses if
out-relief
abolished.

Proposed re-
placing of
medical relief
by medical
clubs.

Proposed
retention of
election of
guardians.

Question of
suffering
caused by re-
striction or
abolition of
out-relief.

48064. Then you would limit the prohibitory orders?
—Yes, I would strengthen them very much, if I could, by certain limitations.

48065. You would tie up the boards of guardians generally by making rules which experience has proved to be correct?—They would be very helpful to the guardians.

48066. And you would abolish the law of settlement and compound householders if possible?—Yes.

48067. Then you would make out-relief a parochial charge and in-maintenance a union charge; that is to say, you would limit the area on which the incidence of out-relief fell, so as to make the locality feel it?—Exactly.

48068. I suppose, summing up your experience, you would say that it is exceedingly difficult to carry out on economic, or on what you believe to be right lines, the Poor Law administration on the present suffrage?—Yes, it is very difficult. So long as outdoor relief exists it is impossible to administer Poor Law relief in accordance with the three great principles laid down by the originators of the Poor Law. The only form of relief in which the three great principles can be carried out is workhouse relief. Directly you admit outdoor relief, you open the door to abuses of all kinds, and to great disastrous consequences, both as regards cost and as regards the character of the people.

48069. What should you say were the three great principles of the report of 1834?—The first principle is that relief should be only given for destitution. The second, as I understand it, is that the condition of the pauper should be less eligible than that of the independent poor. The third is that the obligation to relieve should rest, in the first instance, on the next of kin. Whenever those three principles are carried out strictly, without fear or favour, pauperism has been shown, as a matter of history, to be a disease that can be cured.

48070. (*Sir Samuel Provis.*) I will take one or two of your suggestions. In the case of the stipendiary chairman, do you propose that he should be elected by the board of guardians, or that he should be appointed by the Local Government Board or by some other central authority?—My idea was that he should be appointed by the Local Government Board or by some central authority.

48071. Do you think that the guardians would much relish having a chairman of that kind appointed by an outside body?—I do not think they would.

48072. If they did not, might not that lead to friction?—At first it might, but I think they would get used to it, as long as he did not vote.

48073. You think that not giving him a vote would practically remove that difficulty?—I think they would soon get to be rather glad to have such a man there, and it would avoid that constant friction which there is among the guardians when the election of the chairman has to take place.

48074. Would you not give him a vote in the case of an equality of votes?—I think I would never give him a vote.

48075. What would you do in the case of an equality of votes?—It would have to go in accordance with the usual rule, that is to say, against the proposition that is made.

48076. The next thing you suggest is that a guardian might be nominated by the Local Government Board for each union, and I think you added just now that you proposed that he should not vote either?—I think he had better not.

48077. Would a man under those circumstances care to act as a guardian?—I think if he is fond of the business he would.

48078. But he would have no voice?—He would have a voice to speak.

48078. But not a voice to vote or determine?—Not to vote.

48079. Do you think he would be satisfied with that position?—I think he might be a very useful man indeed, and I should like that position very much.

48080. Your sixth suggestion is that the inspector should inspect out-relief cases. In the Brixworth Union the out-relief cases are dealt with by the whole board of guardians, I understood you to say?—Yes.

48081. Is the inspector sometimes present?—Yes, he is.

48082. Were you contemplating something further than that the inspector should be present when the relief cases were dealt with? Were you contemplating that he should inspect the homes?—Yes, that is what I was contemplating.

48083. What is your precise object in that; do you mind saying?—Because I think if he went and saw the homes of some of the paupers that were having relief, he would be better able to say to the guardians whether they were doing right or wrong. He can never say very much about the out-relief as it is, because he has no practical acquaintance with the poor people in his district.

48084. That is to say, he does not know the circumstances of the particular case, and therefore he cannot say much about it?—He does not know the circumstances, and he cannot say anything about it.

48085. With regard to the prohibitory order, do you think it might be safe to limit the exceptions to it entirely to cases of sudden and urgent necessity?—Yes, I think it would.

48086. Take the case, for instance, of burial expenses?—That is not any difficulty at all in the country districts. They are almost all insured, and the expenses of funerals are almost always covered in that way. If they are not, and there happens to be any difficulty, it can be met. I remember one instance in my experience of nearly forty years of a difficulty in the case of a burial. There was a great disturbance about it, but it was not our duty to bury, and it was not really a Poor Law case, although the overseers tried to throw the onus upon us. We refused to bury, and there was a great deal of ill-feeling created by it. Fortunately for us, just at the same time, or a week after, a similar case happened in another parish, in which it was shown what was the right thing to do. Just a few people put their heads together, and their hands into their pockets, and buried the poor unfortunate person. The effect of that throughout the union, I think, was very good.

48087. Practically in a case like that, you would rely upon voluntary agency; it comes to that, does it not?—Yes. It is a very small amount in question, 30s. would bury a pauper person.

48088. Would you treat a case of sickness in the same kind of way?—In regard to sickness they are almost all in sick clubs in our union.

48089. Therefore we come back to this, do we not, that your plan would only work where you could safely rely upon voluntary agencies of that kind?—My plan would also have the effect of creating voluntary agencies if they were wanted.

48090. Therefore time must be allowed for it to come into operation?—Time, of course, must be allowed.

48091. (*Mr. Lock.*) With regard to your suggestions 3 and 4, do you propose that the other members of the board who have votes should be elected in the ordinary way?—Yes.

48092. You suggest that the chairman and one of the guardians should be nominated, but you do not say anything about the franchise which elects the ordinary guardians?—I assume they would go on as before, and be the ordinary elected guardians.

48093. Have you found boards of guardians in the country too large for the work they have to do?—No, not as a rule.

48094. Practically you would leave everything just as it is, otherwise?—As regards the guardians.

48095. In all your efforts in regard to outdoor relief, have you come across any cases in which, in consequence of your policy so far as you can test the matter, widows or children have suffered starvation or something approaching it?—No, never.

48096. Have you yourself made inquiry about these cases?—Constantly.

*The Rev.
Canon
Bury.*

26 Mar. 1907.

Enquiry into after-careers of cases refused out-relief in Brixworth. Practical abolition of out-relief in Brixworth. Question of efficacy of stipendiary permanent Chairman without a vote.

Possibility of Local Government Board laying down definite policy for relief.

Extent to which charity would be necessary upon restriction or abolition of out-relief.

Classification by character in Brixworth union.

Objection to the county as the Poor Law area.

48097. With that result?—Yes, after the reformation started, the first year I was asked to make an inquiry, which I did with the help of the relieving officer as to what had become of all the cases that had been struck off. The inquiry was a very searching one. I visited many of the cases myself, and the relieving officer followed up every case that had been struck off. The result was most satisfactory, even to those who had opposed our policy. In ten years' time we made a similar inquiry, and that inquiry showed such satisfactory results that we restricted our relief by a few more rules, with the effect that in twenty years' time we practically stamped out out-door relief altogether.

48098. Do you think that if you have your stipendiary chairman and nominated guardian, but the remainder of the board of guardians making a reaction against the older policy, you could steer a consistent course in the face of that reaction amongst the guardians, that is to say, amongst the public?—I do not know whether we could have done it with the great influx of opponents who came in with the Act of 1894; but under ordinary circumstances, I feel sure that if I had been the stipendiary chairman, I could have gone on carrying out my policy.

48099. Your proposals depend upon the Local Government Board having a clear policy in regard to the administration of relief?—Yes, that policy being my policy.

48100. Your policy, you say, was originally based on the Report of the Poor Law Commissioners?—Yes.

48101. And since that time on experience?—Exactly.

48102. Without going so far as to make any proposition as to time, would you say experience was large enough to authorise such a body as the Local Government Board to state a definite policy?—I should say so. I should like to add that I think my experience in the small union to which I belong was just a miniature of the Poor Law history since Elizabeth's time.

48103. Following that just one step further, would you say that unless there is a definite declaration of policy on the part of the Local Government Board, there is no solution of this question?—That is what I think.

48104. To take one other point; I understand you to say that although charitable relief might facilitate the change from a less strict policy to a stricter policy, yet it is not necessary to have a large amount of charitable relief in order to make the change?—To begin with, in a badly administered union, if the out-relief were suddenly restricted, you would want a good deal of charitable relief to help you out, but by degrees you would want less and less.

48105. That is to say, if you dealt with your new cases on the new principle by degrees you would get the administration straight?—Exactly.

48106. There was one phrase which I think you did not use, but which might by implication be laid down as being used by you; that was that possibly you would not refer people to the workhouse, because it might be full of bad characters. I noted that at the time, and I thought I would just ask you whether you have not in your workhouse practically such a classification that you can deal with peculiar cases in the manner desired?—Yes, we have. I do not think there would be any danger of that kind. The association of bad characters would be hardly felt; it would be simply the fact that they were at the workhouse which would be felt in a small union of our kind.

48107. Have you any opinion on the question whether there should be such a county administration—I am taking your own districts—that the workhouses should be connected rather with the county as a central organisation than with the local parishes?—I should not like to see it.

48108. Would you give your reason?—Because I think the local district takes a healthy and a good interest in its own workhouse, and a great deal of good is done by various members, not only of the board of guardians, but of the various parishes around, visiting the workhouse. That interest, I think, is a good thing, and I should not like to see it disturbed, as I think it would be if the workhouse became a county institution.

48109. Do you think that the local interest helps to make that institution more or less humane, we may say?—It makes it, as I suggest in my statement, more likely to be a place of comfort for unfortunate people.

48110. I should like to ask you a question upon a remark of Mrs. Calverley's in one of the papers which have been sent in to us. She says she believes outdoor relief to be costly, that it checks the instinct of brotherly kindness, that it discourages prudence and thrift, that it weakens family ties, and that it destroys the honourable independence of the working classes. Can you, out of your experience, say whether the instinct of brotherly kindness has been developed in consequence of the line you have taken on the Poor Law?—That would be very difficult indeed to prove. I could not give any definite instance; but when the whole character of a people is elevated and the whole conditions improved, it stands almost to reason that a condition such as you are supposing would be brought about, though I cannot give you any particular instance.

48111. If there were a declaration of policy, would you be inclined to say that that policy might be submitted in an order which would cover certain groups of unions, and then, as I think in a measure was done in the case of the introduction of the new Poor Law, extended to yet other unions?—That might be advisable, but I have hardly given that a thought, and therefore I should not like to give an opinion upon that at present.

48112. (*Miss Hill.*) I suppose the policy you have adopted has really been based on the belief that there is more power among the poor to help themselves and one another than is generally believed by well-to-do people in most parishes?—I believe there is quite sufficient power amongst the poor people.

48113. And circumstances have justified that expectation?—Thoroughly.

48114. I suppose if that were so, in 1895 (when, as I understand, outdoor relief was greatly increased) you did not notice any greater comfort in the cottages and among the people in consequence of that?—No, none at all.

48115. So that in the interests of the poor themselves, you would feel that the abolition of outdoor relief was really beneficial?—It was most beneficial. That is the real reason why I advocate it.

48116. It is not a question of mere economy?—No.

48117. But of real belief in what the poor can do for one another and for themselves?—Yes, I have sometimes said I should not have been so much attacked, and it might have been better, if it had cost more to carry out my policy rather than less.

48118. In fact when the attention of a family is concentrated on their own duties, they can perform them for themselves far better than we can perform them for them?—Far better.

48119. (*Mrs. Bosanquet.*) Can you tell us how the change of authority was initiated in 1895? Was there any cry of any special hardship got up?—Yes. Always there was a cry of special hardship going on during most of the twenty-five years I was employed, with others, in carrying out our policy. It came to a head, if you may say that a cry comes to a head—it came, at any rate, to be openly and bitterly expressed, just about 1894, or a little before that, by a political organisation which was got up—an association formed to resist our out-relief policy. In a short while it was headed by a very able exponent of the opposite policy who was just the man they wanted. The association became very strong, so much so that they could influence elections, and they had the power therefore to turn the scale of the board of guardians against me altogether. So my policy was destroyed, and I was ousted.

48120. Did they base their outcry on any special cases, or was it merely a general complaint?—That was the great difficulty. They based their cry on general statements of hardships, and whenever I endeavoured to bind them to any particular case, the case was never produced. But, if I may be allowed to say so, all that came out in the Commission on the Aged Poor, when I was examined. All the hard cases that I could procure were brought before the Commission and described to them; then a subsequent

Effect of restriction of out-relief on the character of the people.

Latent power of self-help among the people.

Effect of increase in outdoor relief on standard of comfort.

Advantage to the poor of abolishing out-relief.

History of reversal of policy of out-relief in Brixworth.

Alleged suffering resulting from restriction of out-relief.

witness produced a number more, and I had the privilege of telling what was really the case about them. I think it may be said that every case entirely broke down when it was brought to the proof. But it was sufficiently strong to influence the people who knew nothing about the subject and who had votes, and consequently my policy was destroyed.

48121. It has been suggested to us rather frequently that to restrict the medical relief, and to throw back the people on medical clubs, is really to throw them back upon incompetent medical help. Have you any information about the help that they get through the clubs?—It is exactly the same that they would have otherwise. The same medical officers are in the union now that there were then.

48122. You mean that they would be the same men attending the clubs who were the medical officers?—Exactly the same.

48123. Can you tell us how the co-operative societies you mention in your statement were originated? Did they arise among the people themselves?—Yes. All useful organisations originate from amongst the people themselves—or almost all.

48124. Do you know whether there was any special campaign on the part of the central co-operative societies to do it?—No, there was not. I have started two, but others were initiated by the people themselves in their own villages.

48125. Does the co-operative public house work well?—Very well, I think.

48126. Do they give dividends on the amount that is drunk; is that the sort of thing they do?—The arrangement is rather curious. The public house is co-operative inasmuch as it belongs to the co-operative society and is worked by a committee of the co-operative society. Then there are two shops in the village, which are both in the hands of the co-operators. The profits on the drink, which are large, as I dare say you know, are given upon the groceries, draperies and other things purchased at these shops, and thereby a very large dividend is given every quarter to the members who purchase at these shops.

48127. Then the dividend is not on the drink but on the groceries?—It comes from the drink.

48128. But it is given in proportion to the groceries bought?—It is given in proportion to the amount of goods they buy at these shops.

48129. (*Mr. Gardiner.*) Then they do not give cheques on the drink really?—No, they do not.

48130. (*Mrs. Bosanquet.*) So that when one man drinks and another man buys sugar?—The sugar man gets the profit on the other man's drink.

48131. (*Mr. Gardiner.*) In your tenth suggestion you say "abolish compound householders." Do you think there is any reason to expect that any House of Commons would have a more restricted franchise for even boards of guardians than they have for the House of Commons?—What I meant was not to abolish the householder, but only to abolish the system of compounding.

48132. So that all should pay their rates direct?—Yes. I have not put my meaning quite clearly there.

48133. What about the franchise?—That would not alter the franchise. An ordinary labourer in an ordinary cottage does not pay the rates, but he gets a vote. Under my proposal, I should do away with that, and see that he does pay his rates. But he would not lose his vote, and there would be no difference to him except that he would have to pay his own rate and would know when it was increased.

48134. Do you think that you could get a continuity in policy in accordance with the suggestions you have made it you were to abolish this compounding?—I think that would help towards it. My real idea is that he would begin to feel the inconvenience of having a very extravagant system of relief—and the relief must be extravagant if there is outdoor relief—and he would begin also to feel that he would not like to see some of his neighbours having relief which he had to pay for.

48135. (*Dr. Downes.*) In 1895 you tell us there were but eighteen outdoor paupers; does that eighteen include those who were in receipt of medical relief only?—There was no medical relief then; it had been abolished some time before—at least we did not abolish it, but there was none, as they were all in medical clubs and we always refused to give that relief.

48136. Could you carry in your mind what proportion of the indoor relief at that time was sick cases?—I cannot say.

48137. Coming to the later period (1907), when you have 101 indoor and 127 outdoor, is that increase to any extent due to the increase in the number of the sick?—No. It is the ordinary relief given to the ordinary applicants. Some would be sick, some incapable, and so on.

48138. You do not think it is a disproportionate increase due to sickness?—No, not at all. There has been no epidemic or anything of that kind.

48139. With regard to the fate of the union medical club which was eventually superseded by parish clubs, what was the reason that the parishes superseded the union club?—Personally, I always encouraged the parishes to have their own club. It was rather an inconvenient business to carry on the union club, and the guardians did not very much like being stewards, and so on.

48140. It was not because the union club failed?—Not at all. The same doctors took on the parish clubs.

48141. Medical clubs for women and children you say are general; what sort of payments are made by them to the medical clubs in your district?—1s. per quarter for an adult and 6d. for a child, so a woman with three children would pay 2s. 6d. a quarter.

48142. In the event of cases requiring institutional treatment, what arrangements are available?—The board subscribes to the general hospital, and has so many letters, and the paupers apply for letters sometimes under the advice of the doctor.

48143. I was thinking for the moment rather of the people who are not paupers, but who are in these medical clubs. Assuming that a man in a medical club needs treatment in an infirmary or hospital, what would be available?—If the doctor of the medical club recommends it, then voluntary charity will almost always be found sufficient to supply the letter.

48144. Have you found voluntary charity fail you in that regard?—I think voluntary charity does too much in that regard.

48145. Although you told us that the squires have gone from the district?—Yes, but all the charitable people have not gone with the squires.

48146. Do you rely on outside charity at all, that is charity from elsewhere than within the union?—No, I do not.

48147. Have you ever had any difficulty in cases where temporary sickness has had to be relieved, and where the home may be broken up if the man went into the work-house?—Such cases occur very occasionally, as almost all are in benefit clubs, and they are rather difficult cases to meet; but the difficulty is always got over. I do not know so much what goes on now in other parishes besides my own, but speaking of my own parish there is no difficulty.

48148. What tides over the difficulty in your parish?—Is it charity?—Yes. It is the charity of the neighbours chiefly, I think—my own and other people's.

48149. In regard to the nominated stipendiary chairman, would you have them sign cheques and take part in the ordinary business in that way?—Yes, I would have the chairman do his ordinary work.

48150. You have told us that you approve of the size of boards of guardians; I take it that you referred there to your own experience?—Yes.

48151. Would you approve of a board consisting of many as 110—I think there are cases like that in country districts?—Then they would have to divide up into committees, I suppose.

The Rev. Canon Bury.

26 Mar. 1907.

Refusal of medical relief in Brixworth union.

Indoor medical relief in Brixworth.

Increase in Brixworth pauperism and its causes.

Demise of Brixworth union medical club and its causes.

Medical clubs for women and children.

Arrangements for institutional treatment of members of medical clubs.

The difficulty as to relief of temporarily sick able-bodied men with families.

Functions of proposed stipendiary chairman of board of guardians.

Objection to large Board of Guardians.

The Rev.
Canon
Bury.

26 Mar. 1907

Rules as to
relief in
Brixworth
Union.

Question as
to present
applicability
of principles
of 1834
Report.

Increased
standard of
comfort in
workhouses.

Elements of
deterrence in
indoor relief.

Provision for
Poor Law
children at
Brixworth
and question
of making
relief to
children
"ineligible."

48152. I do not know what they do, but they are very large boards?—Much too large.

48153. With regard to the rules of administration, had you any in use in Brixworth in your time?—Yes.

48154. Are they still in use?—No, they are not. They abandoned all rules and all principles when they broke with me.

48155. Have those rules been published anywhere?—Yes, you have them in the Local Government Report.

48156. ((Mr. Phelps.) The principles which you quoted were laid down in 1834, were they not?—I thought they were evolved certainly in 1601, because I thought, and I think still, that the Report of 1834 reverted to those principles.

48157. At any rate, they figure prominently in the Report of 1834?—Yes, very much so.

48158. In many ways the condition of the country has altered very much since 1834?—Yes.

48159. Do you think that that is in the direction of those principles, or against them?—What sort of conditions may I ask are you thinking of?—

48160. The material improvement in the condition of the people?—In favour of them.

48161. To take a point, which has not been raised, with regard to the workhouse, do you think residence in the workhouse ought to be, to a certain extent, deterrent?—I think all relief ought to be, to a certain extent, deterrent.

48162. Do you think that the standard of living or comfort in the workhouse might safely be improved now?—It has been of late years very much improved, and I am doubtful whether it should be more improved; in fact, I do not think it need be more improved than it has been.

48163. In what direction has it been improved in your experience?—There has been better food given, a better diet, I think, a good deal, and pleasanter clothing. I think, generally speaking, the old people who are supposed to be more or less deserving who happen to come in, are much more comfortable than they used to be in the old days. The whole condition of the inmates is, I think, in a higher scale, and I think a great deal more attention is paid to their comfort by people who visit the workhouse and so on. So it is really a much happier place than it was before, though it is still, and I hope always will be, a deterrent system of relief.

48164. What do you think is the deterrent feature in it now?—Partly the name, which is an awkward name, and partly the want of liberty and the certain amount of discipline which has to be enforced; also, sometimes, the association with people they do not like.

48165. Now with regard to the housing, clothing and diet, do you think that the position of an old man in Brixworth workhouse is preferable to the position of a man outside?—I think it is in material things, but there is the sentiment of it, and the feeling that he cannot see his friends, and smoke his pipe when he likes, and so on. As to healthy conditions, I think the workhouse is very much improved, and is quite good enough.

48166. Take the case of the children; what policy did you, or do you adopt in regard to your children at Brixworth?—We still keep our children in the house, not because we think it is perhaps the best system—the best system is that which is the best administered, I think—but because we have no means, as we think, of properly boarding them out. We do not see how we can get a really efficient committee, and we have not very many children.

48167. Do you think boarding out is a good system?—I think it is a good system if it is very well worked, but it wants working with immense care.

48168. Do you think it is open to the objection that it makes the lot of a pauper's child preferable to that of a labourer's child?—I think it does.

48169. You do think it is open to that objection?—Yes, I think it is. It is often remarked by the poor "I wish my child could have such good clothes," and so on.

48170. (Chairman.) That is when they are boarded out?—Yes.

48171. (Mr. Phelps.) Do you think that applies to other systems, the cottage home system, for instance?—Very much so.

48172. Do you think that that strikes the imagination of the labouring classes?—Yes, very much so.

48173. With regard to the sick, the provision for the sick has very much improved in workhouses, has it not?—standard indoor medical relief.

48174. What accommodation have you in your workhouse infirmary?—We have sufficient, I think, for the men, but we have not now sufficient for the women. Our workhouse has become, under the lax system of relief, overcrowded.

48175. Do you think that the hands of the guardians require to be strengthened with regard to certain cases?—Somebody has alluded to the cases of obstinate people who refuse to come into the workhouse infirmary; would you be prepared to see legal powers of compulsion given to guardians?—I do not think it is necessary. I think if it is known that the board of guardians is a strict one and really means to stick by what it says the difficulty would very soon disappear.

48176. Do you think that powers of that kind are needed in the case of mentally defective girls who come in to be confined?—Powers of retaining them, do you mean, in the workhouse?

48177. Yes?—I should like to see those powers strengthened.

48178. Have you experience of that at Brixworth?—Yes. We have one or two cases where they go out and come in very frequently indeed in the same condition.

48179. You said that after the system which you support had been working for ten years, a census was taken in the union in a sense to discover the effect of it?—I did not speak of a census, I think, but I spoke of a committee of inquiry as to what had been the effect of our strict rule.

48180. Has any inquiry been made into the effect of the new system, the present system?—No, not at present.

48181. Have you any figures or facts in your own mind which would lead to a conclusion as to its effects?—At present only as to the cost and number of paupers. I have not gone into the question of the character of the people at all.

48182. Or the effect upon clubs and provident institutions generally?—I think it has had no effect, and will not have any effect, at any rate for some time, upon clubs. I think that medical clubs and other agencies, such as co-operation, which have already been in force, are so popular that even the worst system of out-relief will not affect them very much.

48183. Failing the adoption of a rigid rule with regard to out-relief, would you favour a proposal which has been made that the administration of outdoor relief should be put into the hands of a stipendiary?—It has not occurred to me, but if he were a good stipendiary, yes, I have no doubt it would be a good thing to do, certainly from an administrative point of view.

48184. (Mr. Russell Wakefield.) With regard to the children, admitting that the idea of the Poor Law is that the pauper should be in a less eligible position than the one who is not a pauper, would you say the same thing of the pauper's child?—Yes, I think I should.

48185. Then you are placing the pauper's child at a double disadvantage; first of all, he is the child of a pauper, and then he is to have a less eligible bringing-up than the ordinary child?—I should have begun by preventing the child's parent being a pauper.

48186. Quite so, but I cannot carry the matter back as far as that; that has been settled. Does it fit in with your principles that the pauper's child is to be brought up in a less eligible way than another person's child?—I think it must be so, inevitably.

48187-8. Is that not likely to cause perpetual pauperism in that particular family?—No, I do not think it is more likely to cause that than the proposal to improve that child in any particular way. I think the child must bear, as it were, the sins of the father and the father the sins of the child to a certain extent, and I should not like Poor Law relief to interfere with that.

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48189. In regard to the workhouse itself, it seems to me, looking at your account of what you would like the indoor relief to be, that the basis of your plan is a kindly-conducted workhouse with extreme severity outside?—No; a kindly-conducted workhouse as far as possible, but a disciplinary workhouse as regards those who are not supposed to be decent characters, and no outdoor relief.

Difficulties of classification in a small workhouse. 48190. In a small workhouse would it not be difficult to keep separate those who are desirable from those who are undesirable?—Yes, it is very difficult. That is one of the disadvantages of a small workhouse.

48191. That is rather hard, is it not, upon the desirables?—It can be dealt with. A good master and a good matron can always make arrangements in a small workhouse, because there will only be a few people, and can only be a few people of this sort, and so you can make arrangements for their comfort as a rule, I think.

Effect of abolition of out-relief upon voluntary agencies. 48192. I take it that the abolition of outdoor relief has made dependence upon voluntary agencies almost absolutely necessary?—It has to a certain extent, and ought. One does not want to discourage voluntary agencies.

Voluntary charity and its administration. 48193. Are they as a rule, in your opinion, carefully administered—as carefully administered as other means? Would you say that voluntary agencies are generally well-administered?—Do you mean charities?

48194. Yes?—That is another question. I do not think they are at all well-administered. I was not meaning that, and I thought you meant individual charity between neighbour and neighbour.

48195. Even that sometimes is rather abused?—Yes, it is very unwise sometimes. My only point would be that it is sufficient to meet all cases.

48196. Also in regard to your suggestions, you do not go beyond rural areas, and you only claim to speak in regard to them?—Yes. I do not wish to be examined on urban districts.

Question of prestige of stipendiary chairman without a vote. 48197. With regard to the chairman without a vote, and the expert without a vote which you spoke of, do you think that very much notice would be taken of these experts if they were people simply coming in that way and having no vote and being looked upon rather as people who were critics and not sharers in the work?—I think at the first there would be a good deal of that kind of feeling against them, but I think it would wear off, and if it was found that the man was a useful, kindly and genial sort of man (which we hope he would be) they would gradually find the advantage there was in having such a man with them. The advantage outside would be more perhaps than the advantage inside.

Extent to which charity is necessary upon abolition of out-relief. 48198. (*Mr. Booth.*) You told Mr. Wakefield that some use of charity is necessary, but I take it from what you have said before that that is rather from the point of view of a temporary expedient?—Exactly.

48199. And not as a permanent solution. Then you rely—I go over it again because it is so very important—chiefly on real independence and on self-help to secure that?—Entirely, in the long-run.

Question of desirability of substituting charity for out-relief. Effect on indoor relief of restricting out-relief. 48200. That is to say, your plan is not the substitution of charity for Poor Law relief?—No.

48201. Far from it?—Yes, the contrary.

48202. I want to be quite sure of that, because sometimes it is thought that it is so. Your method of the refusal of out-relief is supposed by some to encourage going into the house; is that so?—On the contrary, we find that by restricting out-relief we also gradually empty the house.

48203. So that it is not a substitution of another form of poor relief?—No, not at all.

48204. Excuse me if I ask these things, which Mr. Loch asked to a certain extent, because they are important. Then there is a consequence from that which I should like to pursue. Does not the passing of out-relief result rather in the absence of the older, respectable denizens of the poor-house?—It naturally would do so.

48205. They are also found in the world outside because their friends come forward?—Exactly.

429—IV.

48206. So that actually those special cases for which almost almshouse treatment is secured in kindly workhouses, are very rarely to be found there at all?—I quite agree.

48207. And the effect comes to be that less classification is needed?—Exactly. I quite agree with that.

48208. Again it would lead to an immense simplification of the whole problem of the Poor Law if your proposals could be carried out?—It does, in my view, entirely. That is the object one has in view. The financial aspects of the abolition of out-relief.

48209. On the other hand, it is not necessarily a cheaper system, because you may have more elaborate medical relief, perhaps?—I think it must be decidedly a cheaper system, and in practice it is very much cheaper.

48210. We do find, do we not, in some of those unions which are administered on your principles, that the expenditure has very largely increased?—I do not know one.

48211. You would not say that that was so?—Certainly not in the country districts.

48212. I should not regard it as important if it were so?—Neither should I.

48213. One question with regard to this stipendiary proposal. Would the stipendiary chairman be a local man?—If the President of the Local Government Board was able to find a good local man it would be advisable to have him, I think; but otherwise we would keep clear of the local men. Proposed permanent stipendiary chairman of board of guardians.

48214. Otherwise he might be sent down, just as a stipendiary magistrate is sent to any town?—Yes; but I think they would much prefer one of their own selves.

48215. It would be better to have a local man?—I think so.

48216. The nominated guardian you spoke of would be a local man in any case, I take it?—Yes. I am always supposing that the Local Government Board takes a strong line in the direction that I am advocating. The functions of nominated guardians in promoting uniformity.

48217. At any rate, it would be a means of arriving at a great deal of uniformity?—Yes, it would.

48218. Then with regard to the children, do you draw any distinction between pauper children who have their parents and their belongings, and those who have not, whose connection with their past life may be completely broken by adoption by the guardians? Do you draw any distinction there?—In their treatment in the house, do you mean? The applicability of the principle of ineligibility to the relief of children.

48219. I only ask whether they might be treated better or not than the surrounding children?—I should not like to see them better treated. We should give them the same treatment that any ordinary child would have. The only difference would be that if they came into the workhouse they would be supposed to be treated in a less eligible manner.

48220. But it would be practically impossible, would it not, to carry the standard of child life in the houses of the poor into any houses provided by a public body for children, whether they be cottage homes or scattered homes, or whether the children be looked after as boarded-out children? In every case the standard must be a standard of perfection in a way?—That is my objection, though it is not a very strong one, against the system of boarding out and cottage homes, that it does raise the conditions of life for the particular child above the conditions of life of the independent labourer's child.

48221. How would you treat the children who are absolutely thrown upon the Poor Law, that is to say, the children who are adopted and who are completely separated from all their past?—I see no way of treating them less eligibly than the independent labourer's child, except by bringing them into the workhouse, where they would practically be treated quite as well as they are in their friends houses; but at the same time the mere fact of their being in the workhouse would make it a less eligible lot.

48222. Then you do not share the view which is very generally held that the children should be removed from the workhouse?—No, I do not. I am only speaking for rural districts. May I go on to say why? In going round

Question of desirability of removing children from country workhouses.

3 X

*The Rev.
Canon
Bury.*

26 Mar. 1907.

the various workhouses in my county, I have visited many workhouses where the boarding-out of children was adopted. In almost every case it was found impossible to board-out the whole of the children, and there were perhaps one or two little children left in the workhouse. A more miserable condition I cannot imagine for a child than to be a solitary child, or just to have one companion,

in a workhouse. That was the other side of the boarding-out system, which rather set me against it; and that is inevitable under the boarding-out system, because you cannot place them all out.

48223. But you might have cottage homes?—Yes; you may have cottage homes; but then I have no experience of cottage homes.

*Mr. Charles
Cecil
Becke.*

26 Mar. 1907.

Mr. CHARLES CECIL BECKE, called; and Examined.

48224. (*Chairman.*) You have prepared a paper for us, I think, which we may take as your evidence-in-chief?—

(*The Witness handed in the following Statement.*)

Financial
limitations
to operations
of rural
sanitary
authorities.

1. I believe that as a rule the sanitary authorities in towns carry out their work very well. In country districts they are greatly hampered by want of funds. Owing to the very heavy rates, especially for education, the rural authorities naturally hesitate to expend money in even necessary operations; thus wells are allowed to be used that should be closed. Sewage matter in an unadulterated state finds its way into ditches, brooks and rivers, and drains are not properly inspected. I can see no way of amending this state of things unless pecuniary assistance can be given from the public funds. The difficulty of doing this I fully appreciate.

Failure of
provision of
work for the
unemployed
by municipi-
alities

2. I do not think the experiment of town councils providing work for the unemployed has proved successful; the council have not the experienced staff properly to supervise. Gangs of men are put on to work as to which they have no practical knowledge; the result is that the work costs more and is not so well done as it would be by ordinary labour, besides which competent workmen are displaced.

Origin and
number of
members of
Royal
Victoria
Dispensary at
Northampton.

3. With regard to voluntary effort I have formed very strong opinions and have endeavoured to carry them out with a certain amount of success. Some sixty years ago a meeting was convened, in Northampton, of a number of gentlemen interested in the poor. Various methods of helping them were considered, but one thing was very much pressed upon them and that was the great advantage it would be to aid them in the time of sickness, which always produced a great strain on their resources. It was true that from the Poor Law or the hospital they could obtain gratuitous relief, but the committee found that the thrifty artisans did not wish this, and therefore it was suggested that an association should be formed which members of the artisans and labourers class should be asked to join, paying a very small subscription, and that in consideration thereof the association, subsequently called the Royal Victoria Dispensary, should undertake to supply them with medical attendance, advice and medicine. The idea was welcomed both by patients and doctors; the latter recognised the fact that instead of obtaining their fees with difficulty, they would be regularly paid.

4. The institution was started and proved a great success, and has been largely copied throughout the country. It gave the members a feeling of independence, encouraged them to call in medical attendance whenever necessary, and so decreased sickness and, especially in the case of epidemics, prevented a large strain on the resources of the Poor Law. I enclose copy of our rules and last report. (For copy of rules see Appendix No. XXVI. (A).)

5. At the present moment we have some 18,000 members on our books, which number would be considerably augmented had not a large number of medical men in the town and neighbourhood, seeing our success, started similar clubs and dispensaries of their own. As the poor get the advantage of the system, we have always encouraged this competition.

6. Another want that was felt at about the same time was the strong desire of the artisans and labourers to obtain allotments and garden ground near the town. They could not do this individually, and recognising that healthy outdoor work would be likely to be advantageous, about the same body of gentlemen resolved to form an allotment society, taking land and dividing it amongst members. We began in a very small way, but were so successful that we have gradually extended our operations, until at the present time we rent some 57½ acres of land,

which are sub-divided amongst some 251 tenants who each occupy about 20 poles.

7. We found that the effect of providing healthy and profitable work for the men and their families had another most desirable effect. Instead of spending their evenings at the public-houses, they spent them on the land; the result was that many of them began to save money. This they asked us to take care of for them, and in connection with our allotment scheme we formed a provident fund, the rules of which I enclose. (See Appendix No. XXVI. (B).)

8. It will be seen that a depositing member was not allowed to withdraw his monies until attaining the age of fifty years, except he was removing from the neighbourhood. This fund thus forms a retiring pension for the members and has proved most valuable. Pensions b.
allotment
societies at
their
manageme.

9. Both the allotments and the provident fund are mostly managed by working men, who have admirably performed their duties, and both are in a very flourishing condition.

10. I have been connected with both the dispensary and the Artisans and Labourers' Friend Society for upwards of forty years, and can speak to the fact that they are greatly appreciated by the working classes. Every effort is made only to allow artisans and labourers to participate in the advantages of these societies.

In these remarks I must not be supposed to think that I can advantage your Commission. I only give my experience as showing that the only true way of assisting the poor is to encourage them to help themselves.

48225. (*Chairman.*) You are a great believer in voluntary effort, and you have taken a great deal of trouble to try to organise voluntary effort in various directions in Northampton, I believe?—That is so.

48226. And you succeeded in establishing or promoting the Victoria Provident Dispensary?—I did not establish it myself—it was my father who established it. Origin and
number of
members of
Royal
Victoria
Dispensary

48227. It has been a great success, and I understand it is still growing?—It is still growing.

48228. You have 18,000 members on your books, I understand?—That is about it.

48229. So successful has your system been, that various medical men who came into the town have tried to start similar clubs in competition, I gather?—That is so.

48230. Would you go so far as to say that this provident dispensary has provided medical relief for a large number of people, who, if it were not in existence, would probably have had to go to the Poor Law?—That is so, undoubtedly. The sub-
stitution of
provident
dispensaries
for medical
relief.

48231. You have tapped a stratum so low as that?—Yes.

48232. Can you tell us what would be the minimum of the wages of those who join it?—The wages in the shoe trade—and Northampton is almost entirely dependent upon the shoe trade—average from 20s. a week to £3. Minimum
wages of
members of
provident
dispensaries

48233. As much as that?—Yes.

48234. Do the young people get anything like that?—They do not get as much as 20s. At about the age of fourteen they get about 6s. a week.

48235. We have had other evidence from Northampton to-day—I do not know whether you heard it all; but the purport of that evidence is that medical clubs have taken very considerable root in Northampton and its neighbourhood, and seem to flourish there?—That is so. Almost every medical man has his own club, unless he belongs to our dispensary. The
prevalence
of medical
clubs in
Northampton
and quality
of their
medical
assistance.

48236. Would you say that the poor are medically well looked after in Northampton?—Extremely. I have

Allotment
society at
Northampton; its
operations
and effects.

been Secretary of the Victoria Provident Dispensary for twenty years, and during that time I have only had two complaints.

48237. The general hospital does not give out-relief, does it; or has it any out-patients?—Yes, the general hospital has out-patients. The dispensary has no letters at all, but the general hospital gives outdoor medical relief.

48238. Does that conflict with you much?—No, not very much. Of course it does, but as a matter of fact the outdoor relief given at the hospital is given to people that we should think were not proper objects for it—it is given to the better class of people, really.

48239. I suppose the attraction of your provident dispensary is that you make domiciliary visits?—Yes.

48240. Is there any complaint now amongst the medical men of Northampton of the out-patients' relief which is given by the hospitals?—Yes, a good deal. The medical men complain that a great many people get out-patients letters, as they call them, who could perfectly well afford to pay the medical man themselves. I have known a great many instances myself.

48241. With your knowledge of the provident dispensary system, you must have given a good deal of thought to this question. What is your opinion about the out-patient treatment at hospitals?—I believe as a rule it is most injurious. I believe it does a good deal of harm. Instead of the poor people thinking that they are entitled to relief, as they are at our dispensary, for instance, they have to go about begging for these out-patient letters. I am a subscriber myself, and I know the sort of people who come to me for outpatient letters; they are people sometimes earning £3 a week.

48242. I assume the treatment is necessarily somewhat cursory?—Yes.

48243. Would you like to stop all these out-patients?—I do not know that I should like to stop the system altogether, because I think in country villages, where they have no doctors, it is a very good thing for the country people to be able to come to the hospital and see a really good doctor.

48244. Do they do that in Northampton?—Yes, very largely.

48245. It is an agricultural country one might say, right up to Northampton, is it not?—Yes. A very large number of the subscribers are living in country villages, and they distribute their out-patient's letters in their own villages.

48246. Is much of the medical relief given in Northampton associated with the Poor Law?—There is a great deal, but we flatter ourselves, whether rightly or wrongly, that our system at the dispensary has reduced it very much.

48247. Does the dispensary pay its own way?—Yes, and the larger it is the better it pays, just contrary to the hospital.

48248. May I ask you what your system is? Are there a large number of medical officers on your list?—The number that we are entitled to is six, and at the present moment we have got five.

48249. Do they come on certain days in the week to the dispensary?—Each one of them has to take one day in the week, and then they see patients also at their own houses every day.

48250. And visit patients besides?—And visit patients when necessary.

48251. May the patient select his own doctor?—Yes, they select their own doctor out of the five.

48252. How does that work?—Very well. There is, of course, a certain amount of favouritism. Certain doctors get a great many more patients than others do, probably because they are better qualified, or at any rate are more popular.

48253. (*Mr. Phelps.*) Can they change from one doctor to another afterwards?—Yes.

48254. (*Chairman.*) In the middle of the year?—Yes, at any time by giving a month's notice.

48255. A month's notice?—Yes, we take it so for the convenience of the accounts, that is all. It used to be a week, but we found a week was a little complicated.

48256. Some proportion of the population of Northampton is supposed to hold rather advanced and socialistic opinions, but you have not found these to interfere with the growth or maintenance of your provident dispensary, apparently?—Not at all. The Socialists join us in larger numbers probably than any other class. They appreciate the fact that they are not begging.

48257. That is the motive, is it?—I think that is it. They like to be able to say, "That is our doctor, and we are entitled to have him, and he must come and see us."

48258. What do the doctors do as regards remuneration?—They are very well satisfied. This last year, 1906, we divided amongst the medical staff, five of them, not quite £1,900.

48259. They do not give their whole time, do they?—No, most of them, I may say, have assistants; we allow them to have assistants.

48260. (*Mrs. Bosanquet.*) Is the remuneration divided in proportion to the work they do?—The work they do depends upon the number of patients they have. As I said, any patient has a right to select any one of these five to attend him, and some of them have a great deal more work than others.

48261. Which they would get more pay for?—They get more pay.

48262. (*Chairman.*) How are they paid? Are they paid by the number of cases they attend, or do they get the contributions of the family which they go to?—There is what we call a free members' fund, to which all the members subscribe. That is divided amongst the medical men in proportion to the number of their patients.

48263. How do the attendances count?—There are the attendances at the dispensary, the attendances at their own house, and the attendances at the houses of the patients; they all count.*

48264. A day attendance, I suppose, counts so much?—Yes, it counts so much.

48265. They all pay to a common fund which is divided amongst the medical men?—Yes, after deducting certain expenses. Perhaps I ought to say that there is an honorary fund as well, and that also contributes towards the expenses, but it has gradually got down to a very small sum.

48266. Is that honorary fund composed of subscriptions from outside?—Yes.

48267. (*Mr. Booth.*) That, you say, is a very small sum?—Yes, not more than £90 a year. The dispensary therefore is practically self-supporting. I have got the figures here if anyone would like to look at them.

48268. (*Chairman.*) Is the medical man paid upon the number of visits he gives?—No.

48269. Then how is he paid?—The medical man has to put down every patient he attends whether at his own house, or at the dispensary, or at the patient's house and he has to enter it also on the patient's card. Those entries are checked every week, and, therefore, we are enabled to keep each individual doctor's account.

48270. One case may require a great many more attendances or more attention than another case?—Certainly.

48271. Then the doctor would be paid in proportion?—Yes? If he has to make four attendances at a house in the day, he would have four separate attendances put down to him.

48272. (*Mr. Booth.*) Can he attend as often as he likes?—He can attend as often as he thinks necessary, but we keep a check upon that, because, practically, one doctor keeps a check on the other.

48273. (*Sir Samuel Provis.*) Theoretically then, one doctor might have 400 people who had chosen him, and

* As to the point raised in Q's. 48263-73 as to "attendances," the witness subsequently forwarded the following explanation:—"I am sorry to say I was wrong as to this. The Free Members' Fund is divided amongst the medical staff according to the number of patients they have; the number of visits are not taken into account although they are entered."

Mr. Charles Cecil Becke.

26 Mar. 1907

Attitude of Socialists towards provident dispensaries.

Income derived by doctors from provident dispensaries.

Method of remunerating doctors of provident dispensaries.

Mr. Charles
Cecil
Becke.

26 Mar. 1907

another might have 300, and the man with 300 might be paid more in the year than the man with 400?—I do not think that could very well happen. For instance, at their own houses they would only have one attendance a day, and at the dispensary they would only have one. It is in the attendances at the patients' houses where they would have more than one, and even there they very seldom attend more than once in the day, in fact, I do not suppose they ever do, except it is a very bad case, and there are two or three children ill.

48274. (*Chairman.*) I suppose you have inquired into other provident dispensaries?—Yes.

48275. This is not the usual method followed, is it?—No, I am afraid it is not the usual method. Generally there are much larger subscriptions.

48276. I understand they not infrequently take the family, and the doctor who takes the family takes all the payments that the family makes?—That is so.

48277. But that cannot work out as evenly as your system, can it?—It has not been found so. Our system has been adopted now in almost all the large towns in England. I am having inquiries almost every month from different places as to why ours is so much more successful than theirs, and they end generally by adopting our plan.

48278. Could you tell us any places where your plan is in operation?—Manchester has, I think, exactly our system, and so, I think, have Leamington and Birmingham.

48279. Would you mind sending us, when you get home and have time, a list of the places?—I will send a list.

(*The witness subsequently wrote that owing to the removal of his offices he had unfortunately lost the material which would have enabled him to send the list asked for.*)

48280. In addition to the provident dispensaries, you have taken up work in connection with allotments?—Yes.

48281. That also has been satisfactory, I gather?—That has been very satisfactory. It is not very large, and it has not so many members as the provident dispensary. We let out about 58 acres of land in allotments in small quantities of about 20 poles.

48282. Have you any difficulty about the rent?—No. We make them pay the rent in advance.

48283. Do many have to give up their little holdings by being unable to pay in advance?—Occasionally it happens, but inasmuch as they have paid previously in advance, it does not injure them so much; I mean we do not suffer by it, and as a rule, they leave at a time when there is nothing on the land.

48284. What is the Artisans and Labourers Friend Society which you refer to in your last paragraph?—It was originally formed simply for the purpose of allotments, but after a little time the members came to the committee and said they were saving a little money, and could we take it for them and allow them interest upon it. We agreed to do so. We made what we call a Provident Fund into which every one of them pays a 1d. a week who chooses to join it; that 1d. a week we allow them 4 per cent. interest upon, but they must not take it out until they are fifty years of age.

48285. What sort of sum does it get up to?—£60 or £70. If they choose to pay more, we allow them to pay more into a separate fund, which we call the Investment Fund. They may pay as much as they like into that, and they get allowed such interest as we can afford them, which has always averaged 4 per cent.

48286. Are these societies increasing?—Yes.

48287. They do not show signs of falling off?—No; on the contrary, they are both doing extremely well. If we could get more land, we could let a great many more allotments, but the difficulty near a big town is to get land at a reasonable rate.

48288. Passing on from your work to the work of the town council, I gather that you were not very well satisfied with the attempts of the town council to find work for the unemployed?—No; it did not work in Northampton at all satisfactorily. The men did their work in a very loose way; there was not sufficient supervision over them, and it was much more expensive than if we had employed more skilful men with proper supervision.

48289. Have you any idea about how to deal with the unemployed? Do you think that the Poor Law agencies are sufficient?—Personally I do not, but I must confess that it is not a subject that I have given very deep attention to.

48290. You have had a great deal to do with these self-supporting provident institutions, and I should, therefore, like to ask you this one question. Have you ever thought about old-age pensions?—No, I have not—I mean not in a way that would help you at all.

48291. (*Mr. Booth.*) Going back for one moment to the doctors' visits, do you know how much the amount that a doctor may receive comes to on the average per visit?—I did work it out. It comes to about 6d., taking those at their own houses, at the dispensaries, and at the homes of the patients.

48292. So there would be in that sense no great temptation to the multiplication of visits?—No, scarcely any; in fact, the less visits they pay the better the doctors like it.

48293. (*Mr. Phelps.*) That system surely complicates your accounts a good deal, does it not?—No. For a long time I kept the whole of the accounts myself, but I found it was rather a big matter to do, and so I have recently employed a collector to collect and keep the accounts.

48294. You have a collector then?—Yes; and the people have to go to the dispensary to pay their subscriptions.

48295. Do you make them pay them in themselves?—Yes.

48296. And you find that work?—Yes, very well indeed.

48297. Do they prefer that to having the collector come round?—We prefer it, certainly.

48298. You have a limited number of doctors, I think you said?—Our limit is six, but we have only at present five.

48299. How are they appointed?—They are appointed by a committee of subscribers.

48300. Have you a large number of subscribers?—I should think about 150.

48301. Have you ever considered the question of throwing it open to all the doctors in Northampton if they like to join?—We did so when we started the dispensary.

48302. What was the result?—The result was that a few doctors got the great proportion of the practice, and the great proportion of the pay; and the others got little or nothing, so they gradually resigned. When we got down to the number of six, we thought it better to stick to that number.

48303. Is the £2,000 a year distributed unequally between them?—Yes.

48304. Could you give me an idea of the proportions?—I can give you what it was last year. One doctor got £211 17s. 2d., the next got, curiously enough, almost exactly the same, £211, the third got £288, the fourth £551, and the fifth, £959.

48305. Do you foresee a time when there may be a difficulty from your restricting the number of doctors? Can you get a doctor to resign, for instance?—If he was incompetent, we have the right to call upon him to resign, but as long as he is competent we would not dismiss him.

48306. Do you think that the outside public resents the system of restricting the number of doctors?—There is a great deal of diversity of opinion about that. At one time, we were pressed to take more doctors, but, as I said, when we first started we tried that system and it did not answer at all, because no one took sufficient interest in it. Our great idea is to make the doctors feel that this is a very valuable portion of their practice.

48307. With regard to the persons joining the dispensary, have you any test of their means or any standard?—Yes.

48308. What is your rule?—We only take artisans, labourers, and domestic servants.

48309. Have you wage limit?—No, we have not. Every case is enquired into. Every person who wishes to join leaves his name at the dispensary, and all the circumstances of the case is inquired into by one member of the committee.

Adoption of
provident
dispensary
system by
other large
towns.

Allotment
society at
Northampton
and its
operations.

Artisans and
labourers
friendly
society
pensions.

Difficulty of
obtaining
land for
allotment
near big
towns.

Failure of
provision of
work for the
unemployed
by municipa-
lities.

Question of
adequacy of
Poor Law
deal with
employment.

Method
remunera-
tion of
provident
dispensary
medical
officers.

Question
allowing
resident
doctors to
act as
provident
dispensary
medical
officers.

Allocation
remunera-
tion of
provident
dispensary
medical
officers.

Tenure of
office of
provident
dispensary
medical
officers.

Class of
persons
belonging
to
provident
dispensary

48310. You do not have a paid agent to do it, then?—No, we do it ourselves.

48311. Do the doctors exercise any supervision over that point?—Yes. If the doctors find that any one is, in their opinion, earning more wages than entitle him to assistance from us, they are to report that fact to the Committee, and they do so.

48312. Supposing a man joined you when he was earning 20s. a week, and afterwards his earnings went up to £3 a week, would the doctors report him?—Yes, they would report him.

48313. What is the basis of that? Why is that done?—Because we do not think it would be fair to the other doctors who are not on our staff to keep on people who can really afford to pay for medical attendance themselves.

48314. Do you regard your provident dispensary as a charity?—No, not at all.

48315. Do the doctors make a good bargain in joining it?—Yes, if they choose to work and are popular.

48316. I do not see why everybody should not join if he liked?—There are none of the doctors in the town but what would like to join us. Mr. Percival, the gentleman you had to day, has a partner who is one of our doctors, although he is not himself.

48317. (*Dr. Downes.*) What is the subscription that the artisans and labourers pay to the dispensary?—At fourteen years of age they pay 1½d. a week, but if they are grown up and have a wife and family we take them for 3d. a week. The ordinary member, whether a girl or a boy, at fourteen pays 1½d.

48318. What is your drug bill?—The drug bill comes to about £350 a year.

48319. Out of a total expenditure of what?—Out of a total expenditure of about £4,000.

48320. Of which about £2,000 went to the doctors?—About £2,000 goes to the doctors and £350 goes for drugs.

48321. What do you do with regard to surgical appliances? Supposing a man wants a wooden leg, for instance?—We really provide them. We charge a small sum for certain things like trusses, for instance. We charge just exactly what they cost us wholesale.

48322. You get them at trade prices, then?—Yes.

48323. And you charge to the man?—Just the trade price with no profit at all.

48324. Do you provide any midwifery?—No, none. It is purely a medical dispensary.

48325. Do the doctors undertake midwifery cases amongst the subscribers?—Yes.

48326. What is the charge for that?—10s. if they have a doctor, and 5s. if they have a midwife.

48327. You have midwives, then?—We have midwives that we employ. They are not on the staff exactly, but we pick out certain people, and they are put down on the list, and we allow them to practice as midwives.

48328. In dividing the pool amongst the doctors, does an attendance at a patient's house count for more than an attendance at the dispensary?—No.

48329. Does it count just the same?—Yes.

48330. Do the artisans and labourers who subscribe take any part in the management of the dispensary?—No.

48331. Has there been any agitation for that?—There was an agitation in this way, that we were asked to take over a very large medical club in the town, but we thought they had a very much better class of persons belonging

to it than those we thought ought to belong to us. I think there were a thousand of them who wanted to join us, and they wanted if they did join, to have a voice in the choice of doctors and in the appointments and all the rest of it.

48332. What would your view be as to the representation on your committee of the artisan and labouring classes?—I do not think it would answer. It certainly has not answered in the case of that medical society of which I spoke. They do not get anything like such a good class of doctors. A good class of doctors, in my experience, does not care about serving under a committee of working men.

48333. On the point of possible difficulty in getting rid of an incompetent doctor, would it not be the fact that an incompetent man would be practically weeded out because the people would not go to him?—Just so; but really we have never had a case of an incompetent man, fortunately.

48334. (*Chairman.*) What is your committee that nominates the doctors composed of?—Subscribers. Any person who subscribes 10s. a year is entitled to attend the general meetings or special meetings, and the doctors are selected by them.

48335. I understood that you said the doctors did not like being selected by working men?—They never do.

48336. Are there working men on this committee?—No, there is not one.

48337. What are they?—Tradespeople and clergymen and some landowners in the neighbourhood.

48338. Are they selected?—No; they simply become honorary members of the dispensary by the fact that they pay subscriptions.

48339. Then this provident dispensary is practically managed by a committee of subscribers?—That is so; they are chosen every year by the subscribers. There are about eighteen on the committee.

48340. That is one of the reasons that the thing works smoothly, I suppose?—That is so.

48341. Do the working men agree to that?—The working men have all agreed to it, and they have never made any attempt to alter it.

48342. (*Mr. Booth.*) Are the doctors on the committee?—Yes.

48343. That is to say, the doctors are part of the committee?—Yes.

48344. If a doctor got so very small a share, if he was incompetent in the sense of being known to be incompetent and very few people wished to have him, would you leave it to him to resign?—We should call upon him to resign.

48345. So in that way you would maintain your standard by getting rid of an incompetent man?—That is what we have not done as yet during the twenty years I have been secretary. We have never had occasion to get rid of any doctor during that time.

48346. (*Mr. Phelps.*) Would you draw a hard and fast line and say that if a doctor had less than a certain number of patients entering under him he must go?—We have drawn no such line. It is to the interest of the doctors really to get as much pay as they can.

48347. Have you ever considered that point of letting the members, as distinct from the subscribers, nominate one member of your committee?—I have considered it a great deal, but I do not think it would work satisfactorily at all; and in other dispensaries it does not.

Mr. Charles Cecil Becke.

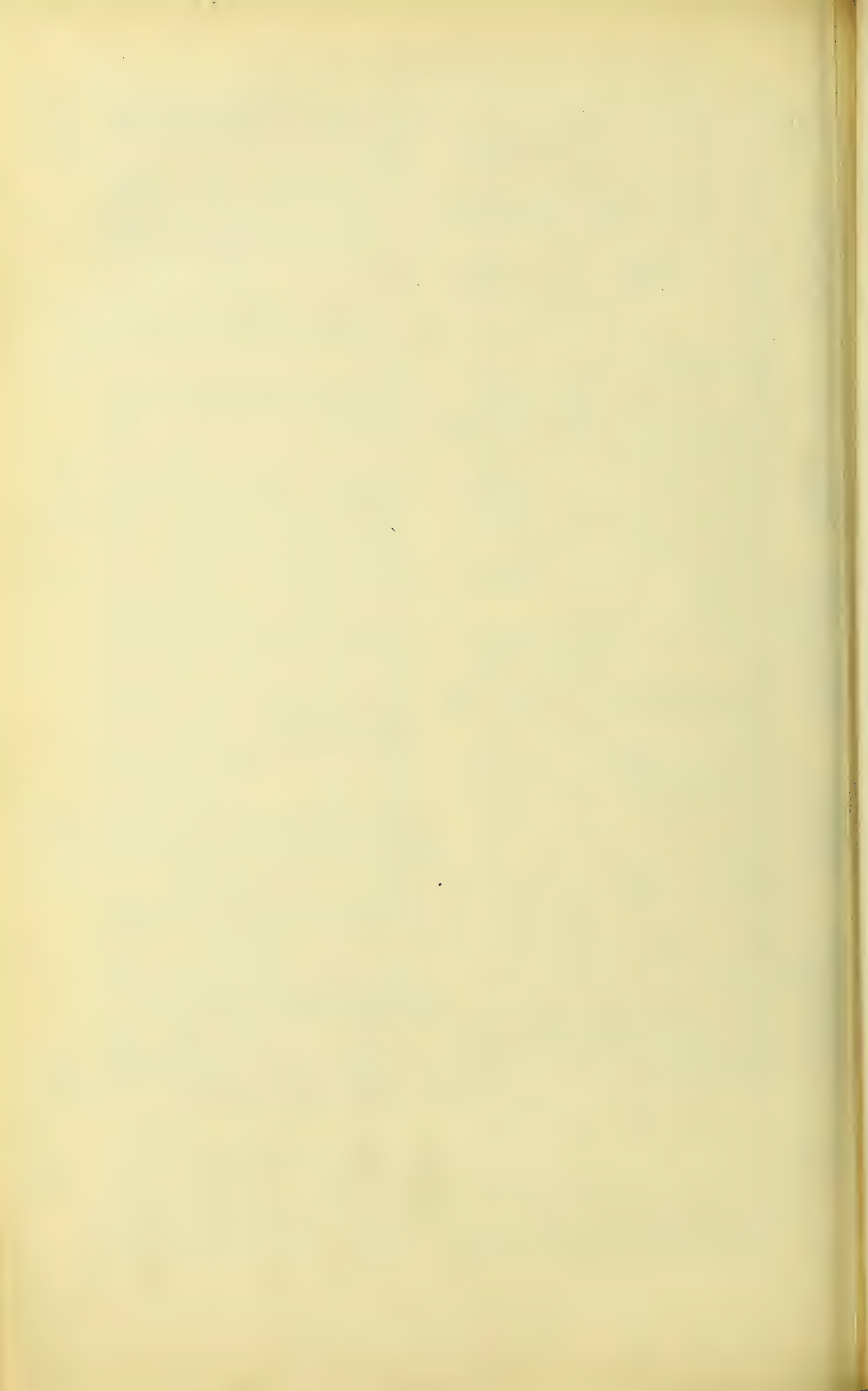
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The fate of an incompetent medical officer of a provident dispensary.

The constitution of the managing body of Victoria Provident Dispensary.

The fate of an incompetent medical officer of a provident dispensary.

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APPENDIX No. I. (A).

Handed in by Mr. W. E. Skivington, Chorlton, Manchester. (Q. 36305).

CHORLTON UNION.

INSTRUCTIONS TO THE RELIEF COMMITTEES.

No able-bodied male applicant should be allowed outdoor relief who has had thirteen weeks' relief during the twelve months prior to his application, or who has had sixteen weeks' relief during the two years prior to his application.

Outdoor relief shall not be granted or allowed by the Relief Committee, except in cases of sickness or pregnancy, or sudden and urgent necessity, to applicants of any of the following classes :—

- (a) Single able-bodied men.
- (b) Single able-bodied women.
- (c) Able-bodied widows with children (except during the first six months of widowhood) who are earning less than 3s. per week.
- (d) Persons with families where there is reason to believe that they are of drunken or immoral habits.
- (e) Where there is reason to believe that the applicants have not truly stated their means.
- (f) Where the applicants have no home, or have a house in which it is undesirable, on account of its sanitary condition or locality, that they should remain.
- (g) Married women, with or without families, left destitute through their husbands having joined the Militia and having been called up for training.
- (h) Persons residing with relatives where the united income of the family is sufficient for the support of all its members, whether such relatives are liable by law to support the applicant or not.

Married women, with or without families, whose husbands have been convicted of felony, or are undergoing a term of imprisonment, shall be treated in the same way as widows.

In cases of married women, with or without families deserted by their husbands, the relief shall be in the discretion of the Committee.

Outdoor relief should not be granted, in any case, for a longer period than thirteen weeks at a time.

Outdoor relief should not be granted to any able-bodied person for a longer period than six weeks at a time.

Outdoor relief should not be granted on account of the sickness of the applicant, or any of his family, for a longer period than two weeks at a time, unless such sickness shall be certified in writing by the district medical officer as being likely to be of long duration, or to be of a permanent character.

The following shall be the scale of relief to able-bodied male persons with families :—

Man and wife, 2s. 6d. in money, and 2s. 6d. in kind, and 1s. per head for each child.

In the case of relief given in aid of earnings, the maximum amount of relief, including such earnings, should not exceed the sums named in the following scale :—

2 persons	-	-	-	-	-	-	6s.
3	"	-	-	-	-	-	8s.
4	"	-	-	-	-	-	10s.
5	"	-	-	-	-	-	12s.
6	"	-	-	-	-	-	14s.
7 or more persons	-	-	-	-	-	-	15s.

The scale does not apply unless the earnings amount at least to one-third of the sum named in the scale.

Other cases to be dealt with on the ordinary relief scale.

If, in the opinion of the Relief Committees, it is desirable to depart from the above instructions in dealing with any case, such case should be relieved for one week, and be referred to the General Purposes Committee or to the Board.

APPENDIX No. II. (A.)

Paper handed in by Mr. H. I. Cooper, Bolton (Q. 36693 (22)).

PROVINCIAL URBAN CENTRES—MANCHESTER.

STATEMENT SHOWING THE OCCUPATIONS AND AGES OF UNEMPLOYED PERSONS REGISTERED BY THE BOLTON DISTRESS COMMITTEE DURING THE WINTER OF 1905-6.

Trades, etc.	Ages.						Total.
	Under 21.	21-30.	31-40.	41-50.	51-60.	Over 60.	
Building - - - - -	1	33	20	28	9	6	97
Ditto Labourers - - - - -	—	23	21	12	19	7	82
Engineering - - - - -	4	12	13	18	23	8	78
Ditto Labourers - - - - -	2	14	16	21	27	12	92
Watchmen - - - - -	—	—	—	1	7	11	19
Cotton Spinning - - - - -	—	3	8	12	12	8	43
Boots and Shoes - - - - -	—	—	—	1	1	2	4
Tailoring - - - - -	—	—	—	2	2	3	7
Woodworking - - - - -	—	1	—	1	2	1	5
Carmen and Stablemen - - - - -	2	21	10	12	6	2	53
Navvies - - - - -	1	3	13	18	20	7	62
General Labourers - - - - -	—	80	185	132	132	59	588
Clerks, etc. - - - - -	—	3	1	2	1	—	7
Coal Miners - - - - -	—	9	8	6	13	9	45
Gardeners - - - - -	—	—	2	2	2	5	11
Printers - - - - -	—	1	—	—	—	1	2
Cotton Operatives, Labourers - - - - -	3	3	5	9	16	5	41
Miscellaneous - - - - -	1	10	6	12	9	5	43
Totals - - - - -	14	216	308	289	301	151	1,279

APPENDIX No. III. (A).

Handed in by Mr. William Grisewood, Liverpool. (Q. 37105 (8).)

ORGANISATION OF LABOUR AT THE LIVERPOOL DOCKS.

DRAFT PROPOSALS ON CLASSIFICATION OF WORKMEN, BY COL. HORNEY, CHAIRMAN, AND MR. W. GRISEWOOD, SECRETARY, LIVERPOOL CENTRAL RELIEF SOCIETY, PREPARED FOR CONSIDERATION OF CONFERENCE OF EMPLOYERS AND WORKMEN, LIVERPOOL.

1. The object which the Committee has in view is to reduce the present irregularity of Dock Labour, to make the work and earnings more regular and constant for as many men as possible, and to so reduce the number of men employed casually as to take away the inducements for so many men to go to the Docks on the chance of picking up a day or half-day's employment.

2. The first steps towards effecting this seems to be for each employer to classify his men, according to ability and regularity of attendance, into, say, three classes :—

(a) Permanent men who would receive wages at a rate to be fixed for a certain number of hours per day, and be paid for overtime at current rates, and have three days' leave annually in addition to general holidays. The number of these men would be determined by the individual employer, according to the demands of his business. They would form list "A," and each would have a number.

(b) Preference men, who would receive wages at a rate to be fixed per working hour in the day, with overtime at current rates. No man to be discharged with less than a half-day's pay unless under conditions to be agreed upon. These men would form list "B," and each would have a number.

(c) Casual men—as required to be employed when there is pressure of work, at same wages as those on "B" list.

In engaging the men, the whole of "A" list would be first taken, so that all permanent men might be engaged, and the "B" list would be exhausted before any casuals were taken.

3. The next step would be that groups of employers would be formed, and the various classes of men be "pooled" each in their own class, and drawn upon in their order, as each employer might require.

To effect this, each employer would send in his classified lists to a Central Office, where they would

be entered in a general classified register. Each employer would send in every afternoon a memorandum of the number of men required by him the following morning :—

(1) His own "permanent" and "preference" men would be first allotted to him, then any disengaged permanent or preference men of other employers ; and (2) when all the "permanent" and "preference" men on all the lists were allotted, recourse would be had to "casual" men.

4. Although the Central Office would be advised of the men required by every employer in the various groups, and would ascertain the men to be allotted to each employer, and take steps by posting a notice to let the men know where their work would lie the following day, yet in practice it would, no doubt, be found that the individual employers would engage the men from their own lists, as far as this met their requirements, and the function of the Central Office would be limited to allotting the surplus not required by employers who were slack to other employers who were busy.

5. The Central Office and necessary staff might be provided by the Labour Bureau of the Distress Committee, unless the various groups of employers preferred to take this upon themselves.

6. The question what employers are to enter into the various groups can only be settled by those acquainted with the requirements of the various classes of work. The following grouping may be suggested for consideration :—

(a) By Trades :—Timber, Grain, Cotton, General Produce. Coasting trade separate.

(b) By Locality :—The North Docks, the Middle Docks, the Coasting trade, the South Docks.

Liverpool, July 25th, 1906.

APPENDIX No. III. (B).

Handed in by Mr. William Grisewood, Liverpool (Q. 37105 (17)).

STATEMENT OF INCOME AND EXPENDITURE OF LIVERPOOL LOCAL CHARITIES FOR THE YEAR 1905—continued.

No.	1905.	Subscriptions.	Donations.	Legacies.	Interest on Investments.	Payments by Patients.	Earnings.	Total Income exclusive of Investments.	Expenditure.			Investments during year.		Balance.		Remarks.
									Capital.	Maintenance.	Total.	Made.	Realised.	For.	Against.	
13	Ladies' Charity and Lying-in Hospital	£ 640	£ 1,490	£ -	£ 234	£ 15	£ 1,871	£ 4,250	£ -	£ 3,841	£ 3,841	£ 507	£ 776	£ -	£ 33	
14	Hospital for Women, Shaw Street	914	1,845	-	255	636	1,259	4,909	-	4,020	4,020	-	-	-	41	
15	Medical Missionary Society	495	763	-	77	169	20	1,524	-	1,571	1,571	-	-	-	682	
16	Stanley Hospital	1,725	3,298	-	398	592	16	6,029	-	5,980	5,980	-	-	-	2,180	
17	Booth Borough Hospital	(a) 909	2,236	-	692	162	1	4,000	-	3,617	3,617	-	-	625	-	(a) Includes some Donations.
18	Consumption Hospital, Mount Pleasant	1,612	696	-	1,099	2,588	-	5,995	-	6,091	6,091	-	-	-	656	(a) Includes some Donations.
18A	Consumption Hospital Sanatorium, Delamere Forest.															
19	Eye and Ear Infirmary, Myrtle Street	605	686	-	17	790	7	2,105	-	2,394	2,394	-	-	-	2,322	
20	St. Paul's Eye and Ear Hospital	338	496	-	2	733	305	1,874	-	1,854	1,854	-	-	-	17	
21	Hahnemann Hospital and Dispensary	537	688	40	919	634	229	3,047	-	3,315	3,315	-	-	-	268	
22	Hospital for Cancer and Skin Diseases, Myrtle Street.	182	(a) 604	100	409	-	-	1,295	-	1,136	1,136	-	-	-	102	(a) Includes Payments by Patients.
23	St. George's Hospital for Skin Diseases	39	42	-	24	56	-	161	-	235	235	-	-	-	74	
24	Birkenhead Borough Hospital	1,219	1,833	-	437	160	3	3,652	-	3,684	3,684	-	-	-	810	
25	Dental Hospital, Mount Pleasant	212	84	-	-	124	-	420	-	445	445	-	-	-	31	
26	Wavertree Medical Relief Society	61	-	-	-	-	-	61	-	69	69	-	-	-	4	
27	Convalescent Institution, Woolton	1,122	955	100	1,047	1,607	85	4,916	-	4,538	4,538	-	-	604	-	
28	Convalescent Home, New Brighton	571	68	100	42	1,249	-	2,030	-	1,940	1,940	50	-	-	11	
29	Birkenhead and Wirral Children's Hospital.	1,014	383	20	142	73	45	1,677	-	1,920	1,920	-	-	-	374	
30	Training Ship <i>Indefatigable</i>	1,326	2,383	-	1,109	2,379	165	7,362	-	6,342	6,342	-	-	-	905	
30A	Training Ship Sailing Brig															
31	Seamen's Orphan Institution	1,324	8,327	730	3,897	-	450	14,728	-	12,124	12,124	2,328	-	303	-	
32	Blue Coat Hospital	1,068	882	200	2,956	-	391	5,497	-	6,221	6,221	-	-	-	1,650	

																		(a) Includes Donations
33	Blue Coat Brotherly Society -	-	143	16	-	107	-	266	-	317	317	-	-	170	-	-	-	-
34	Sheltering Homes for Destitute Children (a)1,996	-	425	148	960	-	-	3,529	-	3,640	3,640	-	-	-	-	-	-	31
35	Boys' Orphan Asylum, Myrtle Street -	574	100	405	-	905	13	1,997	-	2,072	2,072	-	-	-	-	-	-	261
36	Female Orphan Asylum, Myrtle Street -	444	100	180	-	1,834	-	2,558	-	1,884	1,884	650	-	-	-	-	-	157
37	Infant Orphan Asylum, Myrtle Street -	362	100	114	-	1,367	-	1,943	748	1,120	1,868	103	-	-	-	-	-	56
38	Central Relief and Charity Organisation Society.	1,186	-	3,101	21	172	-	5,671	-	4,722	4,722	-	-	250	-	-	-	-
38A	Central Relief and Charity Organisation Society—Extended Relief Fund	103	500	36	-	-	-	639	-	233	233	499	-	-	-	-	-	93
38B	Central Relief and Charity Organisation Society—Workshops Fund.	27	-	16	-	-	1,133	1,176	-	1,415	1,415	-	-	-	-	-	-	239
39	District Provident Society - - -	88	-	11	-	170	-	269	-	267	267	-	-	-	-	-	-	44
40	School for Deaf and Dumb, Oxford Street.	300	2,100	36	71	660	3,053	6,220	1,344	2,999	4,343	2,800	700	820	-	-	-	-
41	Adult Deaf and Dumb Benevolent Society.	253	100	132	-	23	35	543	-	446	446	-	-	49	-	-	-	-
42	School for the Indigent Blind, Hardman Street.	469	2,487	54	3,508	785	1,651	8,954	-	6,419	6,419	2,100	-	186	-	-	-	-
42A	School for the Indigent Blind, Old Pupils' Fund - - -	25	-	-	-	165	-	190	-	156	156	-	-	85	-	-	-	-
43	Workshops for the Out-door Blind, Cornwallis Street.	254	-	106	-	231	-	591	-	1,375	1,375	-	-	-	-	-	-	784
44	Workshops for the Out-door Blind, Home Teaching Branch.	80	-	60	-	25	-	165	-	195	195	-	-	14	-	-	-	-
44A	Workshops for the Out-door Blind, Annuities for Blind.	(a) 27	-	-	-	165	-	192	-	155	155	-	-	135	-	-	-	(a) Includes Donations.
45	Council of Education - - -	304	-	2	-	658	45	1,009	-	708	708	-	-	-	-	-	-	92
46	Liverpool Society for Prevention of Cruelty to Children.	781	100	304	42	221	66	1,514	-	1,611	1,611	-	-	-	-	-	-	385
47	Royal Society for Prevention of Cruelty to Animals, Liverpool Branch.	503	150	105	-	161	3	922	-	764	764	155	-	15	-	-	-	-
47A	Liverpool Dogs' Home - - -	166	-	145	53	23	117	504	-	504	504	-	-	-	-	-	-	-
48	Liverpool Temperance Union - - -	(a) 370	-	49	-	-	58	477	-	583	583	-	-	-	-	-	-	(a) Includes some Donations.
49	Ladies' Temperance Association - - -	133	-	17	-	-	-	150	-	162	162	-	-	-	-	-	-	7
50	Ladies' Temperance Home for Inebriate Women - - -	108	-	30	220	-	-	358	-	577	577	-	-	-	-	-	-	259
51	Magdalen Institution, Mount Vernon -	140	-	41	-	46	649	876	-	1,106	1,106	-	-	-	-	-	-	521
52	Female Penitentiary, Falkner Street -	121	-	142	-	59	847	1,169	-	1,143	1,143	-	-	60	-	-	-	-

APPENDIX No. III. (B).

Handed in by Mr. William Grisewood, Liverpool. (Q. 37105 (17).)

STATEMENT OF INCOME AND EXPENDITURE OF LIVERPOOL LOCAL CHARITIES FOR THE YEAR 1905—continued.

No.	1905.	Subscriptions.	Donations.	Legacies.	Interest on Investments.	Payments by Patients.	Earnings.	Total Income exclusive of Investments.	Expenditure.			Investments during year.		Balance.		Remarks.
									Capital.	Maintenance.	Total.	Made.	Realised.	For.	Against.	
53	Benevolent Society for Reclaiming Fallen Women.	175	38	-	57	-	694	964	-	986	986	-	-	-	23	
54	Lancashire Female Refuge - - -	88	95	-	45	29	545	802	-	742	742	-	-	-	17	
55	Home for Incurables, Upper Parliament Street.	537	613	140	241	1,201	72	2,804	-	2,416	2,416	-	-	-	159	
56	Caledonian Association - - -	273	137	-	177	-	-	587	-	733	733	-	-	-	228	
57	Liverpool Shipwreck and Humane Society.	190	7	-	847	-	-	1,044	-	653	653	539	-	247	-	
58	Newsboys' Home, Everton Road - -	519	240	53	26	536	5	1,379	-	1,358	1,358	-	-	-	85	
59	Nash Grove Ragged School and Home	165	143	-	35	17	88	448	-	367	367	-	-	-	1	
60	Royal Albert Idiot Asylum - - -	No Liverpool Statement issued.	-	-	-	-	-	-	-	-	-	-	-	-	-	
61	Governesses' Home, Upper Parliament Street.	159	12	-	94	548	17	830	-	847	847	-	-	66	-	
62	Governesses' Benevolent Institution -	237	91	-	1,074	-	-	1,402	-	1,252	1,252	1,071	922	97	-	
63	Preventive Home for Young Girls -	212	306	-	7	137	104	766	-	747	747	-	-	-	79	
64	Children's Aid Society - - -	164	21	-	15	352	-	552	-	578	578	-	-	-	192	
65	Children's Aid Society, Juvenal Street Creche.	35	50	-	-	60	-	145	-	144	144	-	-	6	-	
66	Children's Friend Society and Boys' Home.	(a) 251	133	-	27	700	-	1,111	-	1,135	1,135	-	-	-	24	(a) Includes some Donations.
67	Society for Relief of Sick or Distressed Needlewomen.	118	27	5	58	-	-	208	-	219	219	-	18	10	-	
68	Establishment for Needlewomen, Great Oxford Street.	No Report to hand.	-	-	-	-	-	-	-	-	-	-	-	-	-	
69	Ladies' Work Society, Bold Street -	202	14	-	127	-	1,454	1,797	-	1,783	1,783	-	-	72	-	
70	Mission to Friendless Girls, Bedford Street.	179	29	-	53	45	-	306	-	319	319	-	-	-	28	
71	Midnight Mission, Belmont Grove -	145	81	100	-	-	891	1,217	-	1,112	1,112	-	-	-	167	

APPENDIX No. III. (B).
Handed in by Mr. William Grisewood, Liverpool. (Q. 37105 (17).)
 STATEMENT OF INCOME AND EXPENDITURE OF LIVERPOOL LOCAL CHARITIES FOR THE YEAR 1905—continued.

No.	1905	Subscriptions.	Donations.	Legacies.	Interest on Investments.	Payments by Patients.	Earnings.	Total Income exclusive of Investments.	Expenditure.			Investments during year.		Balance.		Remarks.
									Capital.	Maintenance.	Total.	Made.	Realised.	For.	Against.	
99	Self-Help Emigration Society - -	£ No Report to hand.	£	£	£	£	£	£	£	£	£	£	£	£	£	
100	Self-Help Society for Girls (Bencke Home).	209	101	-	1	56	10	377	-	380	380	-	-	45	-	
101	Children's Convalescent Home, West Kirby.	651	2,085	-	289	628	-	3,653	-	2,818	2,818	36	708	1	-	
102	Liverpool Rescue Society "House of Help."	105	10	-	1	5	1	122	-	221	221	-	-	18	-	
103	Fresh Air Fund, for Teachers in Elementary Schools.	94	13	-	1	-	-	108	-	109	109	-	-	14	-	
104	Kyrle Society - - -	132	86	-	7	-	-	225	-	244	244	-	-	89	-	
104A	Kyrle Society Cripples' Workshop -	56	89	-	-	-	197	342	-	463	463	-	-	-	154	
105	Girls' Friendly Society (Liverpool Lodge).	70	249	-	6	182	6	513	-	328	328	-	-	131	-	
106	Police-aided Association for Clothing Destitute Children.	574	229	-	-	-	-	803	-	814	814	-	-	-	106	
107	Summer Camp for Girls - - -	237	33	-	-	-	-	270	-	367	367	-	-	-	75	
108	Shipwrecked Mariners' Royal Benevolent Society.	(a) 639	-	-	-	201	-	840	-	718	718	-	-	122	-	(a) Includes Donations.
109	Birkenhead Rescue Home - - -	(a) 244	39	-	3	30	386	702	-	782	782	-	-	-	68	(a) Includes some Donations.
110	National Society for Prevention of Cruelty to Children.	No Report to hand.	£	£	£	£	£	£	£	£	£	£	£	£	£	
111	Day Industrial Schools Camp, Moreton	172	102	-	17	-	-	291	-	278	278	-	-	2	-	
112	Children's Rest for Crippled or Incurable Children.	587	241	-	17	118	4	967	-	876	876	-	-	-	15	
113	Travellers' Aid Society, Liverpool Local Branch.	93	4	-	-	19	-	116	-	195	195	-	-	18	-	
114	Country Hospital for Children - -	410	62	-	-	240	-	712	-	575	575	-	-	137	-	

		203	232	50	1	99	-	585	-	504	504	-	-	49	-	(a) Includes Donations.
115	Samaritan Hospital for Women,	-														
116	Birkenhead Society for Prevention of Cruelty to Children.	(a) 431	-	-	-	-	-	431	-	295	295	-	-	190	-	
117	Women's Enquiry and Employment Bureau.	110	1	-	143	41	3	298	-	267	267	-	-	41	-	
118	Victoria Women's Settlement	No Report	to hand.													
119	Victoria Central Hospital, Liscard	200	1,250	300	180	151	165	3,246	150	2,782	2,932	300	-	-	322	
120	Shipbrokers' Benevolent Society	477	786	-	379	-	1	1,643	-	622	622	-	-	1,114	-	
121	Stewart Jones Evening Homes	(a) 202	-	-	-	-	78	280	-	311	311	-	-	4	-	
122	Blind Children's Home, Devonshire Road.	74	330	-	1	461	161	1,027	-	1,082	1,082	160	-	48	-	
123	Birkenhead Society for the Blind	98	232	-	-	-	329	659	41	716	757	-	-	-	352	
124	Liverpool Training School of Cookery	195	6	-	-	28	424	653	-	706	706	-	-	-	53	
125	Liverpool Technical College of Domestic Science.	58	28	-	78	114	2,474	2,752	-	2,952	2,952	-	-	-	200	
126	Unappropriated Fund for Division amongst the above Charities.	-	-	-	-	-	-	-	-	-	-	-	-	-	-	
Total		£54,505	£84,804	£10,573	£47,283	£37,387	£36,342	£270,894	£4,589*	£236,414	£241,003	£28,542	£6,134	£9,290	£32,862	

* Does not include Capital Expenditure through separate Building Fund Accounts.

APPENDIX No. III. (C.).

Handed in by Mr. W. Grisewood, Liverpool. (Q. 37105 (22).)

LIVERPOOL CENTRAL RELIEF AND CHARITY ORGANISATION SOCIETY.

Rules.

That the society be called "The Liverpool Central Relief and Charity Organisation Society." That the object of the society be the improvement of the condition of the poor: (1) by raising funds and dispensing relief to distressed and deserving poor, in co-operation with the Poor Law Guardians and charities of the town; (2) by securing due investigation and fitting action in all cases; and (3) by repressing mendicity: subject to the following rules, viz. :—

(1) That the society shall consist of members subscribing one guinea and upwards annually (such subscriptions to be considered due on January 1st), under the management of a committee of not less than twenty-four members, including president, vice-presidents, honorary secretary, and honorary treasurer, one-third to retire annually by rotation, but to be eligible for re-election at the annual general meeting. Five to form a quorum.

(2) That the mayor for the time being shall be president. The committee to elect the vice-presidents and other honorary officers out of their own body, and to fill up any vacancies which may occur during the year.

(3) That the committee shall have power to make such rules and regulations from time to time as they deem necessary for the proper working of the society; provided always that such rules or alterations of rules be reported to the next annual general meeting.

(4) That the committee shall have power to rent such premises and to engage such servants from time to time as may, in their opinion, be required for conducting the business of the society, and to change or dismiss as they may think necessary; and that the committee shall also be empowered to carry on such workshops or other modes of employment, as they may deem desirable, for giving temporary work to unemployed poor.

(5) That the town be divided into districts at the discretion of the committee, and that, as far as practicable, the relief given be obtainable by the recipients in their own districts, after visitation by the society's authorised visitor.

(6) That this society shall not grant relief to persons receiving parochial aid, or whose distress is of a permanent character, except in extreme exceptional cases.

(7) That this society shall grant relief to all deserving poor, as far as its means will afford, without reference to creed, on receiving recommendations from members of the society, or such other persons as may be approved of by the committee.

(8) That a general meeting of the members be held annually, at such time as may be deemed most advisable by the committee, at which a report of proceedings for the preceding year, and also a financial statement, shall be presented.

(9) That the police authorities be invited to grant the reasonable services of the police to assist the committee in carrying out the objects of the society.

APPENDIX No. III. (D.)

Handed in by Mr. W. Grisewood, Liverpool. (Q. 37105-26.)

LIVERPOOL CENTRAL RELIEF AND CHARITY ORGANISATION SOCIETY.—REGULATIONS FOR DISTRICT COMMITTEE.

General.

The Committee of the Liverpool Central Relief and Charity Organisation Society (hereinafter called the Central Committee) shall have full power of control of all branches of the work. By it the appointment of the District Committees, and the regulations which govern their action, shall be made, and all finance and general business not appertaining to the District Committees transacted.

The official Agent (called the Agent) shall be responsible to the Central Committee.

All regulations shall be interpreted in accordance with the General Rules of the Society.

Composition of District Committees.

The District Committees shall be appointed by the Central Committee, and shall be composed of:—

(1) Chairman.

(2) Visitors, ordinarily fifteen in number, one of whom shall be elected Vice-Chairman, and one Honorary Secretary.

The Central Committee shall decide all cases which may for any reason be referred to it by the chairman of any District Committee; also all relief cases involving an expenditure of more than £2, emigration, and convalescent hospital cases. No expenditure, other than for relief, shall be incurred by a District Committee without the sanction of the Central Committee.

The district chairman to be invited to attend the meetings of the Central Committee once a quarter.

Meetings and Order of Business.

1. The regular meetings are to be held fortnightly or monthly as may be most desirable.

2. Five members shall form a quorum.

3. In case of absence from duty, each visitor shall appoint a substitute approved by the chairman.

4. Visitors shall give the chairman notice in writing of any absence they can foresee, and shall write to explain any unforeseen absence.

5. The secretary shall take minutes of each meeting. These shall be signed by the chairman after being confirmed

APPENDIX No. III. (D).—*Continued.**Handed in by Mr. W. Grisewood, Liverpool. (Q. 37105-26.)*

at next meeting; they shall be delivered to the Central Office within two days after the meeting.

6. The chairman shall be provided at each meeting with a list of cases to be considered, and particulars of any previous decision.

7. Each visitor shall come provided with the report of each case in hand in his section, duly written up to date, with answers from employers, or other references. In this shall be noted all changes in circumstances, as ascertained by the visitor, with amount of relief when given, and decisions come to by the Committee. The chairman shall cause necessary portions to be entered in the minutes and in the Decision Book. When the case no longer needs attention, the report to be handed to the agent of the district.

8. The District is to be divided into sections, one of which shall be allotted to each visitor.

9. Care is to be taken that no visitor has, as a rule, more than five active cases at a time in his charge. When more than that number occurs in his section, the chairman shall request the visitor of some less burdened section to undertake the surplus. In case of extreme pressure it will be understood that no fixed limit can be laid down.

10. The chairman or agent shall, when possible, conduct a new visitor to all the cases in his section then before Committee.

Treatment of Cases.

1. The visitors shall always have in view that their duty is not so much to relieve as to prevent the poor from needing relief, and when relief is given, to let it be in such a form as may, if possible, help them into a position of self-support.

2. It is understood that no visitor may give private alms to cases in hand, except with the concurrence of the Committee.

3. The Committee is empowered to relieve any deserving person in temporary distress in accordance with the following regulations.

4. Application for relief is to be made either by Recommendation Note, personally, or by a friend, at the appointed application offices of the society, at the hours fixed; or a written application may be sent to the Central Office, 2, Exchange Street, E. All applications will be recorded by the agent, who will then visit the case and make due enquiry, and, if the need be urgent, give temporary relief. As soon as his enquiries are completed he will forward the report to the visitor of the section who shall visit as early as possible, and report at the next committee meeting.

5. If the need be still urgent, and the visitor be satisfied from enquiry on his visit that the case is a good one, he may further relieve, pending the meeting of the Committee.

6. In all cases the visitor shall report to the District Committee, and the Committee shall decide how each case is to be further treated.

7. The points to be investigated are:—Present position; antecedents and character; cause and duration of distress; income from all sources, including clubs, parish and charities; and whether entitled by law to support from relatives. All these points to be reported on to the committee.

8. Antecedents and character shall be carefully gone into by means of previous records of the case, references to employer or other respectable persons.

9. If illness is the cause of application, some evidence of this shall be produced, and the nature and duration of illness, and what doctor is attending, shall be noted.

10. If the applicant be out of work an order to the workshops may be given, the meaning of which shall be explained to him by the visitor.

11. If the income be evidently too little to live upon, the applicant should give some reasonable explanation as to manner of living of late.

12. In cases where there is a relation legally bound and able to provide, but unwilling to do so, it may be advisable to bring the case under the notice of the parish authorities. In all cases the assistance of employers and relatives should be sought.

13. During the continuance of a case the visitor shall keep himself fully informed of the means and conduct of the family.

14. All cases requiring attention to be visited weekly.

15. Able-bodied men shall be relieved only for a certain length of time in one year, as may be determined by the Committees.

16. Relief may be given in food, fuel, clothing, tools, medical appliances, convalescent orders for sick persons or in any way that shall be productive of permanent benefit.

17. In exceptional cases money may be granted; the visitor to see to the wise spending of the grant.

18. If in food, fuel, or clothing, it is to be given in orders upon tradesmen appointed by the Central Committee.

19. Meat or medical or surgical appliances are to be supplied only on the certificate of the doctor attending.

20. Parish relief shall not be supplemented unless the circumstances be extremely exceptional, and then only after communication with the parish authorities.

21. It will be within the scope of the District Committees to make efforts to obtain, from private individuals or other sources, such continuous relief as any deserving case in their district may require, and as may not be within the rules of the Society to grant. Amounts received in this way to be reported to the Central Committee.

Record of Decisions.

In recording the action taken (other than the giving of relief) in the Minute Book, the Decision Book, and the Reports, the following classification to be followed:—

<i>Cases reported to—</i>	<i>To be marked.</i>
The parish authorities - - -	Report 1
The ladies' charity - - -	" 2
Other charitable institutions - - -	" 3
Private persons - - -	" 4
District committees - - -	" 5

Cases dismissed as—

Not requiring relief - - -	Dismissed 1
Undeserving - - -	" 2
Suitable for parish help (but not reported to parish), or otherwise ineligible for relief from the society - - -	" 3

APPENDIX No. III. (E.)

Handed in by Mr. W. Grisewood, Liverpool. (Q. 37105-26.)

EXTRACTS FROM MANUAL OF INSTRUCTION FOR THE FRIENDLY VISITORS OF THE LIVERPOOL CENTRAL RELIEF AND CHARITY ORGANISATION SOCIETY.

(1)—Introduction.

This manual is drawn up, not with the idea of providing for every contingency that may occur—for that would be impossible—but to suggest the course which experience shows to be wise to follow in regard to the principal classes of cases likely to arise, and points which it is advisable should be taken into account in regard to the various methods in which help may be given: and also to provide a useful reference concerning the proper discharge of the work of a friendly visitor* in connection with the central office and the District Committee.

(2) Applications to the Society for Help. How Cases of Distress are Reported.

Cases of poverty and distress may be reported by anyone interested to the society at the head office. Recommendation forms are issued by the central office to all *bona fide* persons interested in the poor, and who apply for such forms. These forms are for the purpose of reporting cases well known to the recommender. After filling in the particulars, the forms should be placed in the receiving boxes, of which a list is given on the back of the form, or sent by post to the central office. Application tickets may be obtained at the head office. These are to be given to casual applicants who are not known to the sender.

Persons in distress may make application by letter, or personally.

(3) Registration of Cases.

Particulars of all cases dealt with are registered at the central office, and, on receipt of an application, reference is made to see if the society has a previous knowledge of the case. Reports concerning writers of begging letters, and ordinary applicants, are issued to legitimate inquirers. Information may also be obtained respecting the various charitable institutions in the city, *bona fide* and otherwise.

(4) The Work of the Friendly Visitor.

All new cases of distress must be notified in the first place to the central office, to be visited from there and a preliminary inquiry made. The case papers are then sent to the friendly visitor in charge of the section in which the family reside. The friendly visitor calls on the family as soon as possible, but no relief should be given until seven days after the date when the family may have received relief from the central office. Further papers, replies from employers, etc., are sent on to the friendly visitor, who carefully notes the same, and attaches them to the other case papers. General instructions and books containing relief cheques are supplied to the visitors, who may give relief if necessary, pending the next meeting of the District Committee, and subject to the rules and regulations of the society.

The friendly visitor visits families residing in the section allotted to him by the Committee when such families apply to the society for assistance. He should not have more than five families in his charge at one time, unless in exceptional emergencies, when, if he is willing to undertake a larger number, a maximum of ten may be allotted to him for regular weekly visitation. Arrangements can generally be made so that cases are equally shared among the visitors on any committee.

Reports of the Visitor.

Every request from the central office to visit a family is accompanied by a report of what is already known of the family in question at the central office. In this report, following on what the official agent has recorded, further information is to be entered. In addition to visiting the family weekly, the visitor *makes all needful inquiry into the case* from week to week, duly reporting same on the case papers; and *brings all the case papers with him to the next committee meeting, recording any point of value*, but

omitting irrelevant details. Relief given and decisions of the Committee are entered on the case papers under the proper date.

Absence from Duty.

Inability to attend a Committee meeting should be notified to the hon. secretary of the committee, or to the central office, and case papers (*duly written up*) forwarded so that the Committee may be informed of the circumstances of the families. Should the visitor be able to arrange with another member of his Committee to deal with such cases, and report them to the meeting, he is at liberty to do so.

Regular Visitation.

Visits are made regularly each week as long as the case is retained, and if the visitor is unable to carry this out, he either obtains the co-operation of one of his colleagues, or sends the papers to the central office for visitation. *Great hardship may be caused to the family* if the weekly visit is not regularly paid. No relief is to be sent through the post office. The loss of case papers or relief books should at once be notified to the central office, so that steps may be taken to recover them, by advertisement, if necessary.

(5) The District Committee Meeting.

The meetings of District Committees are held monthly, as a general rule. The chairman is provided with a decision book, which contains an outline of the history of each case. He records therein the decision of the meeting and any action taken.

The hon. secretary is provided with a list of cases for consideration at the meeting, on which he notes the decisions of the committee. The agent attends the meeting in an advisory capacity.

The friendly visitor brings with him a report of each case in hand in his section, duly written up to date, with replies from employers and other references attached. Reports may be read either by the visitor or (preferably) by the hon. secretary, according to the custom adopted by each committee. The visitor *states what relief has been given (with dates)*, and *suggests what in his opinion is the best treatment to be followed*.

Decisions of the Committee.

If the Committee decide to continue the case, the visitor hands over to the hon. secretary the re-visitation slip, showing *amounts of relief given, and dates marked thereon, duly signed*. He retains the case papers until the next meeting, and continues his visitation of the family.

If the case is dismissed, the case-papers are handed over to the hon. secretary, who transfers them to the head office for registration. If it is decided to refer persons to the relieving officer, the visitor calls to see if they have made an application, as instructed.

In recording the action taken (other than the amount of relief, etc.) in the books and reports, the following classification is followed at the meeting:—

Classification of Cases.

Cases dismissed as—		To be marked.	
Not in need of relief	- - -	Dismissed	I.
Undeserving	- - -	"	II.
Suitable for parish help, or otherwise ineligible for treatment by the society	- - -	"	III.
Cases reported to—		Report	
The parish authorities	- - -	"	I.
The Ladies' Charity	- - -	"	II.
Charitable institutions	- - -	"	III.
Private persons	- - -	"	IV.
Other District Committees	- - -	"	V.

* N.B. For convenience the Friendly Visitors are referred to in the masculine gender.

APPENDIX No. III (E.)—*Continued.**Handed in by Mr. W. Grisewood, Liverpool. (Q. 37105-26.)*

Visitors are earnestly desired to attend at committee meetings *as regularly as possible*, even though they may not have any cases in hand at the time. Fully attended meetings are stimulating to the whole committee, and ensure detailed information about the cases and judicious treatment of the same.

Should a visitor continue to absent himself from attendance, the Committee may decide whether it is advisable to remove his name from the list of members.

(6) *The Value of Training.*

The staff of the central office are always prepared to advise friendly visitors on any point concerning their work in which they may be in doubt. The agent or district superintendent may be seen at the district committee meeting. The agents remain at the central office until 12 noon daily.

The duties of a charitable worker call for the exercise of patience, courtesy, sympathy, and intelligence. Practical experience, a knowledge of the people and their habits, and an acquaintance with the *true principles of charity* and the means of carrying them out, are essential, and can only be acquired as a result of practical work amongst the poorer classes, and a proper study of the experience of others.

To thoroughly grasp the objects and methods of the society needs time and thought, and the closer a visitor keeps in touch with the administration, the more quickly is knowledge of the local conditions secured.

(7) *The Visitation of the Home. Nature and Conduct of Inquiry.*

Visitors should inquire into the moral and material condition of the families in their charge. They should know:—

- (a) Of how many members the family consists.
- (b) If each member contributes to the expenses of the household according to his or her ability.
- (c) What are the total family receipts and expenses.
- (d) If the clergy, guardians, employers, relatives, or friends help, and to what extent.
- (e) What are the antecedents and character of the family.
- (f) What is the cause of the distress or poverty.
- (g) If there are relatives able to assist (especially if they are legally liable); if so, their names and addresses.
- (h) The facts as to housing, clothing, feeding, and bedding of the family, and the schooling of the children.
- (i) If the family income is economically spent.
- (j) If any provision has been made against a time of need by saving, or joining a club or benefit society of any kind, and if anything is being received in this way.

Most of this information will be found in the report of the agent on the case-papers: the remainder may be obtained as opportunity offers.

Visitors are desired to avoid most carefully all that might hurt the religious susceptibilities of the families visited. *The society is entirely non-sectarian.* Any question as to which church or chapel the persons attend should only be asked in order to ascertain if they receive support from religious societies or institutions and to enable the visitor to confer with those who may thus be directly interested in the families. The society can often co-operate with the church or chapel or with other institutions.

All questions should be made in a tactful way, and the family made to feel that there is every desire to learn how they can be helped in a proper manner. It may be necessary to see the rent-book or pawntickets in exceptional cases, to ascertain for how long a time the distress has existed, etc.

Borrowing from extortionate money-lenders should be firmly discouraged. This is a notorious feature in the life of the poor (almost as rife as betting), and causes a large proportion of poverty among them.

Any case of a family living under distinctly *insanitary conditions* should be reported to the central office, who would then communicate with the health department.

(8) *The Children.*

Visitors are especially requested to observe the condition of the children in families under their care. Parents should be urged to take proper care of them, keeping them as far as possible, clean and tidy, and fed nutritiously. It is not generally known that neglect to properly feed one's children is *an offence under the law*. The schoolmaster or schoolmistress may sometimes be seen regarding the family.

It is desirable to persuade some of the elder children to join evening clubs for boys or girls.

Opportunities occur of inducing the elder girls to enter domestic service.

Occupations such as *step-cleaning* are wretched means of earning wages, and should be discouraged. The boys may be persuaded to enter a good trade. Youths should be discouraged from hawking in the streets. It is the conclusion of all authorities that the most hopeful means of minimising poverty in the future lies in providing children with a proper chance of self-support in a decent environment when they come of age.

Younger children may be secured admission, if suitable, to various charitable institutions, if the parents are absolutely unable to keep them at home.

The *mutual obligations* of parents and children should be remembered, and wisely mentioned. Experience teaches that it is preferable, for the interest of the family, to promote this sense of responsibility. Children should not be removed except after serious consideration.

Cases of *ill-treatment or neglect of children* must be reported at once to the central office, who will see that the *Society for the Prevention of Cruelty to Children* are informed of the circumstances without delay.

Crippled children are brought under the notice of the Kyrle Society, and when old enough, can often be taught a trade at the workshops for cripples. There are homes, schools, and workshops for the blind, and deaf and dumb. The central office will immediately investigate such cases, and do what is practicable.

For further reference, see the society's pamphlet giving particulars of institutions.

(9) *The Object of Relief.*

With the exception of permanent allowances granted to old people (and described elsewhere) *relief is given by the society as a means of thoroughly helping poor persons of good character over their temporary difficulties.* No case should be retained by a District Committee unless there is a clear prospect of early self-support, and a plan of real help should be thought out carefully. Otherwise relief may become a mere palliative, leaving the condition of the recipient exactly the same as before it was given. When a case has been relieved continuously or intermittently for ten weeks, it is to be revised by the Executive Committee.

Relief should be given so as to *encourage thrift and self-help*, and to discourage any tendency to depend upon others. Sometimes it may be desirable to require repayment of the whole or part of the assistance granted, after the removal of the distress; or to make further relief conditional on the exercise of providence in future. *The District Provident Society*, who collect the savings of the poor, will co-operate in the matter, if asked to do so; and friendly visitors will find their work among the poor far more cheerful if they also visit as collectors for the District Provident Society. The people are found to be quite communicative in the best sense when they are not expecting anything to be given to them, but are rather being asked to give something to the visitor, even for their own benefit.

Many persons believe that they have a *claim to charitable relief*, quite regardless of their own lack of effort, or the defects in their character and habits, which so often cause poverty. To encourage such mistaken ideas would be to seriously weaken the beneficial work of thrift societies, and *place a premium* on all that is weak or undesirable in the character of the poor. The *friendly societies, provident clubs, savings banks*, and other institutions are doing a magnificent work. Misdirected charity tends to impede their efforts and to depreciate their value and influence.

The welfare of a whole family is to be considered, and not merely the interest of the single member of it who asks for help. Efforts should be made to draw out the help of friends, employers, and particularly relations, those legally

APPENDIX No. III. (E.)—*Continued.**Handed in by Mr. W. Grisewood, Liverpool. (Q. 37105-26.)*

liable for maintenance being specially noted. Roughly speaking, the law compels those related in the direct line (father, son, grandson, mother, etc.) to mutually support one another when able to do so. Charitable relief cannot be made a substitute for the help of relatives, without slackening the family bond.

Distress is often due not so much to misfortune as to faults in character. So far as this is the case, relief alone can do only a limited amount of good ; and may do a great deal of harm. Personal advice and influence alone can be of true service, and relief should only be given when there is a clear effort towards improvement. A lazy or drunken person receives no lasting help by being supplied with food alone ; and when there is an urgent need of help, this may be obtained for such cases from the relieving officer under more rigorous conditions than charity can apply.

(10) *Relief in Kind—Instructions.*

Relief by the society in temporary cases is given in kind usually, in money occasionally ; the circumstances determine which is the more suitable. Arrears of rent are not paid. If it is necessary to save the home by paying current rent for a short period, this is occasionally done. Experience, however, disposes the society to give relief in kind where temporary material provision is needed, and unless a special plan of help requiring money is decided upon for some good purpose.

Relief books are issued to visitors, containing orders for bread, milk, oatmeal, groceries and coal. *Milk* is an important item where there are *young children*. Orders for sterilized milk can be procured through the central office. *Meat* is given in cases of sickness on a *doctor's certificate* that it is necessary.

The allowance granted by the official agent on his visit, is a good index for visitors to follow ; but there may arise exigencies where more or less should be given according to the discretion of the visitor. Sickness may demand an increase, for instance : unforeseen or new earnings may require a reduction.

The quantities of bread, milk and oatmeal, and the money value of the groceries, should be stated in *figures and words on the tickets*. Bread orders are to be made in multiples of 2 lbs. The name of the head of the family, the quantity and value of bread and meal, and value of groceries, milk and coal, should be entered on the *counterfoil of the relief book*. Prices of the various items are communicated to the visitor when he receives the books, and notification is made of any change in prices. Groceries are given from 1s. to 2s. 6d. in value.

The orders can be taken by the applicants to any of the tradesmen mentioned on the back of the tickets. The goods are supplied on demand during business hours.

The relief books should never be passed out of the possession of the visitor, nor should the tickets be given to any persons not placed in the care of the visitor by the central office. When a book is finished (or if the visitor resigns from the committee), the counterfoils or books must be at once returned to the central office.

All amounts are to be *entered on the report form in the column provided, and also on the re-visitation sheet on the front of the case papers.* Attention to these details is essential to the correctness and proper record of the work.

Any case of imposition by selling or giving tickets to other persons, if detected, should be summarily checked, and reported to the central office.

There is no charge made for delivery of coal to the home.

The tickets are to be filled in with either ink or indelible pencils. Ordinary black lead pencils should in no case be used.

Any assistance being received from other sources is to be recorded on the case papers. Visitors should not give private gifts to the applicants, except after consultation with the district committee. There is no objection to assistance being obtained by visitors from other quarters, provided the matter is duly reported and approved.

(11) *The Workshops of the Society and the Unemployed.*

With a view to test the statement of applicants professing to be unemployed, and to assist an able-bodied man to tide over a period of temporary lack of work, orders on the workshops are given out by the agents, and

occasionally by the friendly visitors. *These orders should not be handed to beggars or casual applicants.*

Experience has proved the value of the society's work-test. Approximately, about 50 per cent. of the men make use of the orders. Of those who do not, some already have work, others obtain it immediately, and a large number seem indisposed to do any labour to support their families. It is obvious that no relief should be given to such persons, but the aid of the law should be obtained to compel them to do their duty.

The friendly visitor will frequently have a case in hand where the bread-winner is at the workshops. *Reports are issued to the visitors every week by the manager, stating the earnings and conduct of the men in question.* Should the visitor not receive any report, he may conclude that the man is not at the workshops.

The manager occasionally obtains work elsewhere for men ; but the purpose of the workshops is merely to aid a man temporarily, leaving him to find work at his trade in the usual way. The society could not suitably take the place of a man's own efforts in this respect.

The men attend before 9 a.m., as a general rule, but they are admitted up to 10 a.m., and they are expected to work (with an interval at noon) up to 5 p.m. Full opportunity is therefore given for seeking work elsewhere *early in the morning*. A man may be admitted at a later hour, provided he can explain his late attendance reasonably.

After several days' work, a man's card may be stopped, to give him a better chance to look around for work in his own trade ; but, should he be industrious, he can return to the workshops and again resume his work there.

By making a proper effort, a man may receive from 1s. 6d. to 2s. 6d. daily at the workshops. Piece-work is adopted, and a bonus is given beyond the amount actually earned according to scale. *No man, however little he earns, is paid less than 1s. a day.*

If a man is deliberately wasting his time, or is quite incapable of any reasonable effort ; or if it is found that he is of bad character, he will be discharged, and a report of the circumstances will be sent on to the visitor in charge of the family.

Patience and kindness are exercised, and if a man is anxious to do his best, but is physically weak, lighter work is given to him. Chopping and sawing wood, bundling chips, and making fire-lighters, dipping and other work is provided. The work is not difficult or arduous.

Work orders may be given to men by the friendly visitor if the family is in his charge, and the man has not already received one from the agent, or the order has been lost. The particulars must be filled in properly, and either "yes" or "no" marked in the space "I.R.G." (If relief given).

Attendance cards are handed by the manager to all men put to work. The amount paid, and the date when earned is given on the card. The friendly visitor can thus *check the man's statements by an inspection of his card.* If the man is out when the visitor calls, and the card is not visible, directions should be given for the card to be left for the inspection of the visitor at a later visit.

In addition to wages paid, relief is given to the family as required, *if the man's progress and credentials are satisfactory.* Relief is usually given by the friendly visitor on his weekly visit. From the manager's report he will be able to judge if relief is desirable. *If the man is able-bodied and will not work, no relief should be given.* If no report has been received from the workshops, visitors are expected to call and ascertain why the work-order has not been used. It is not sufficient to assume that the family are not in need. Sickness, accident, or other employment may be the cause ; and such information is most important, and should be ascertained promptly.

Frequently a statement is made that by attending the workshops a man is prevented from obtaining his ordinary employment. Trades Union men may, it is said, lose their allowance by attendance, or they may have to follow up their chance of work at their club room. All such cases should be taken on their merits, and careful enquiry made. The club card, etc., may be asked for to verify the statement, and *only in rare cases can the work test be dispensed with.* The society will preferably assist a man who, by joining some *provident society* or

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club, has endeavoured to provide for the future. As a rule, however, such cases do not apply for charitable assistance.

Vagrants and beggars of the tramp class, and men living in common lodging-houses, are not eligible for the workshops. They should be sent to the relieving officer or the workhouse.

(12) Medical Relief.

On application to the relieving officer, and if an order is given by him, medical attention from the *parish doctor*, and sometimes nourishing food, can be obtained by sick persons who are unable to pay for treatment. Such medical relief carries with it no loss of vote. The healthy-minded aversion to going "on the rates" is in this matter hardly existent.

When there is sickness in the family, the visitor should observe if the *hygienic conditions* are of a satisfactory nature. Bad smelling drains, overcrowding, lack of ventilation, dirty persons, and dirty clothes, are common causes of disease. The advantages of nutritious diet and a wise selection of food are frequently quite unknown to the poor. *Bedding and blankets* can be provided through the Central Office in suitable cases.

If the visitor meets with a case of *infectious disease* he should notify the Health Department (Municipal Buildings); or communicate with the Central Office, who will see that the matter is reported. In certain cases the law requires such notification by the head of the family.

Cases of chronic disease are not generally treated by the society. These are referred to the parish hospital or other institutions. *Special incurable cases* are sometimes procured admission to institutions such as the Home for Female Incurables, or the Turner Memorial Home of Rest for men; the society contributing towards the weekly charge.

Cases of *serious illness or accident* are to receive proper medical treatment. A doctor should be seen, and, if necessary, patients instructed to enter or attend one of the hospitals. A large number of outdoor patients are treated at the various dispensaries. *It is sometimes advisable to make relief conditional on such action* being taken by the applicant. Visitors should remember the various branches of the Queen Victoria District Nursing Association, and, if necessary, communicate with them. The nurses are prepared to visit any case which is reported to them.

Cases of *consumption* are generally referred to the guardians, who have power to send patients to their sanatorium. In exceptional instances, recommendations for the *Consumption Hospital in Mount Pleasant, and Delamere Sanatorium* can be obtained through the Central Office, on the advice of the society's medical officer.

Surgical instruments may be granted through the Central Office to poor persons, but they can also be obtained from the guardians. The recipients should be urged to save, in view of the necessity of repairs, etc., to the instruments, and the replacing of those worn out.

The Central Office grant *Convalescent Orders* on Buxton, Woolton, Southport, West Kirby, and New Brighton Convalescent Institutions. Frequently a case of illness requires such treatment to ensure permanent benefit. The order is usually handed by the friendly visitor to the patient, and a letter containing instructions to the visitor accompanies it. *A visit should be made to the patient on his return* to ascertain if he has derived proper benefit.

It is most desirable for visitors to point out the duty of a man joining a club or society providing sickness or accident benefit. Friendly societies, tontine clubs, and trade unions largely provide in this way. Often, through age or physical disability, a man may prove ineligible for membership, but this obvious duty is lamentably neglected in too many cases. A number of friendly society members are connected with the district committees, and will gladly follow up suitable cases in order to persuade men to make such provision for their future.

Co-operation with the Health Department is desirable. The Central Office grant special orders on the *Corporation milk depôts, for milk for young children* when they are delicate. The lady visitors of the Health Department can advise on numerous points.

Women of respectable character, unable to provide a private nurse, can obtain attention from a midwife, and if necessary from a doctor also, through the *Ladies Charity*.

Applications should be made at the Ladies' Charity and Lying-in Hospital, Brownlow Hill. . . .

(13) Charity and the Poor Law.

Under the English Poor Law, *no one need starve* for want of the absolute necessities of life, food, clothing, and shelter. The relieving officer is always accessible; the workhouse door stands, so to speak, always open. It is either ignorance of this fact, or want of confidence in the help being readily available, which leads sympathetic persons to respond to the *appeals of beggars* who represent themselves as in absolute destitution. The guardians are empowered to assist those in distress, either by outdoor relief or within the workhouse; and they are able to treat the sick, either in their well-appointed hospitals or in their own homes. They can assist the able-bodied by setting them to work; and in regard to children, they may place them in cottage homes or board them out with respectable families.

The guardians also have important powers of dealing with *lunatics and others mentally afflicted*, and can deal in many ways with women and children temporarily or permanently deprived of support.

Persons who should be left to the guardians as being outside the sphere of charitable help may be divided into two main classes, viz:—

(1) Those whose distress is chronic, and who cannot be helped out of their difficulty by temporary aid.

(2) Those who are of confirmed bad character. It is the function of charity to concentrate its resources on those whose condition may be permanently improved by temporary help.

Criminals are dealt with by the police, but there remain a large number of persons *morally unfit*, and therefore in chronic difficulties. The only hope for such people lies in a renovation of character, and if any influence of a reformatory nature can be brought to bear upon them from other sources, it is desirable for visitors to put such in motion. Cases of this type are, however, unsuitable for ordinary treatment by the society.

Associations such as the *Discharged Prisoners Aid Society*, the *Church of England Temperance Society*, and the *police court missionaries*, may be wisely communicated with, and the *Church Army* and *Salvation Army* can sometimes effect a reformation.

The *mentally unfit* are well provided for in the Poor Law asylums. They are ineligible members of society by reason of their affliction, and are much happier and more advantageously situated in the asylum than elsewhere.

The *epileptic and the feeble-minded* are treated by the guardians, if the family are unable to support and care for them properly. The Home for Epileptics, Maghull, and the Homes for Feeble-minded Girls at Lancaster, Knotty Ash and Parkgate, receive paying patients. The Education Committee, moreover, has power to provide for children so afflicted.

Deserted wives should always be referred to the relieving officer, and generally, cases of old people whose children do not maintain them, though able to do so. Cases of this type usually present features calling for the *legal powers exercised by the guardians*; and charity cannot hope to assume their functions in such matters. Widows unable to support their families, should also, as a rule, be left to the guardians; though it is very desirable that they should be placed in charge of some friendly visitor, who would take the part of a friend and adviser to them.

The society is frequently able to intervene, however, in the following contingency:—The man who is the breadwinner falls sick, or meets with an accident. He is removed to the *parish hospital*, or receives treatment by the parish doctor. The society intervenes to support the family pending his recovery, provided that his incapacity is of a *temporary nature*, and the family are of good character. In very exceptional cases of respectable old people, the society co-operates with the parish authorities in making up a sufficient weekly allowance for decent maintenance.

But except in rare instances, it is held as a general principle that the functions of the Poor Law and of charity should be *kept quite separate: cases suitable for parish relief being left to the guardians*. One reason for this is obvious.

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The more closely charitable societies adhere to this rule, the more probable is it that parish allowances will be made adequate. Friendly visitors can always obtain advice from the central office as to the advisability of referring cases to the *relieving officer*, who is by law compelled to temporarily relieve any case of *sudden and urgent necessity*. The applicants have then to appear before the relief committee of the guardians at their next meeting, when the cases are considered in due course.

The society *closely co-operates with the guardians*. The West Derby, Liverpool, and Toxteth Boards of Guardians forward lists of applicants for relief, to the society; and thus a wholesome check against overlapping is provided. Suitable cases for the society are observed and taken in hand by the central office, and on the other hand, imposition is detected. The society is constantly communicating with the various boards of guardians.

It is observed that the large majority of those persons referred to the parish by the society's visitors do not make any application to the guardians, though directed to do so. How such persons contrive to exist is a problem. The inference is that in many cases there are *sources of support* which have not been divulged. The casual assistance of benevolent persons may account for a certain percentage. Neighbours, friends, and relatives, constantly help cases of distress—although the poor are most reluctant to admit this fact to strangers—and it is very difficult to ascertain the actual extent of such assistance in individual cases. Many families apply for help again and again to the society, and *practically no change is observed in their condition*; in spite of the fact that they have been invariably instructed to apply to the guardians. If such families could be permanently supervised on the Elberfeld system, the problem of poverty in this country might be better understood, and perhaps be more effectively and wisely treated. The society has arranged with the guardians to supervise a number of cases of *widows receiving parish relief* where it is thought that friendly advice would prove beneficial.

The popular conception of the Poor Law as a harsh and repellent administration is difficult to understand. Should friendly visitors desire to have a closer knowledge of the Poor Law administration locally, arrangements can be made for them to visit the workhouses, schools, and other institutions, when they will certainly appreciate the excellent provision for the inmates, and the valuable work which is discharged by the administrative officers.

(14) *Widows.*

In suitable cases, the society is prepared to place widows, with a sufficient number of children of *working age* (say two or three over fourteen), in *situations in the factory districts*. During past years, a large number of such families have already been transferred, to their permanent benefit, and greatly to the satisfaction of all persons concerned. The fact that the widow is in receipt of parish relief does not disqualify her in any way. As a general rule, *girls are preferred to boys*; and some factory owners incur very considerable expense in supporting such families until the children can earn a living.

If the widow has a family of *young children, under working age*, it is generally a matter for the guardians, who grant an allowance if they think desirable. But if the matter is thoroughly taken up, it is often found that by co-operation on the part of friends and relatives, a widow can be made self-supporting and kept off the rates.

Aged widows without means of support, present a very difficult problem for charitable help. Except in cases suitable for extended relief, these are not relieved by the

society but left to the guardians. Incurable cases are procured admission to the Female Incurable Home in Upper Parliament Street occasionally, and some old persons may obtain admission to the Widow's Home, or the almshouses.

The Association of Trained Charwomen aims at meeting a distinct want in training women to do a better class of cleaning, etc. Opportunities also occur for the training of widows of a superior class as certificated midwives, nurses, etc. . .

It is often wise on the part of the widow to allow some of her children to be placed in schools, where they are properly educated, taught a trade, etc. The society is sometimes able to assist in efforts of this kind, but the guardians have sometimes greater facilities at hand in this matter.

(15) *Extended Relief for Old Persons.*

In deciding extended relief cases, the executive committee bear in mind the following considerations:—

- (1) Good character.
- (2) Advanced age.
- (3) Inability to maintain themselves.
- (4) Reasonable efforts to provide for old age (allowing, however, for exceptional difficulties).
- (5) Willingness of relatives to assist.
- (6) Sufficiency of the allowance to permit the recipient to live in decent comfort.
- (7) Allowance granted for a limited period only, and that the recipient's circumstances be revised and reported on before renewal.
- (8) Allowance taken to recipient's place of residence regularly by a visitor.

The allowance should be taken *in person* by the visitor to the recipient's house. If the visitor is unable to go, he may occasionally ask a friend to do so. Payments should *never be sent by post*. If away, or prevented from visiting for several weeks, the visitor should notify the central office immediately.

In the case of *any sudden change in the recipient's circumstances*, a report should be at once made to the central office. In illness, the report should state the name and address of the doctor attending, and also if the recipient can be nursed at home, or is in need of special nourishment, etc. The visitor should report to the district committee if anything is necessary, such as clothing, bedding, etc. Any increase or decrease of contributions from relatives or others should be reported also.

Periodically, report forms are issued to the visitors, so that the executive committee may be assisted in their revision of these cases. Reports should be submitted first to the district committees. The ordinary reports are to be written up in the usual way on the case papers. Amounts spent should be entered both on *the front sheet and on the report form*. Signatures of the recipient, which should be in ink, are to appear against each payment on the receipt-slip supplied to the visitor. These receipts and the front sheets are handed in at the next meeting.

The visitation of these aged and distressed persons can be made a delight and a benefit both to the visitor and to the persons visited. The friendship thus gradually established often becomes a very close one; and in this work may be found, perhaps, the most secure and positive opportunity of brightening and uplifting the lives of those poorer ones who, in the evening of their days, need the influence and presence of a true friend.

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APPENDIX No. III. (F.)

Handed in by Mr. W. Grisewood, Liverpool. (Q. 37110.)

THE COLLECTION OF SUBSCRIPTIONS TO CHARITABLE INSTITUTIONS THROUGH A CENTRAL OFFICE. BY W. GRISEWOOD, SECRETARY OF THE LIVERPOOL CENTRAL RELIEF AND CHARITY ORGANISATION SOCIETY.

The object of the present paper is a very simple and practical one, namely, to give a brief account of the establishment of the system of receiving and collecting subscriptions to local charitable institutions, which for the last twenty-nine years has been in operation in Liverpool, and to explain somewhat in detail the way in which it is carried out, and the results which have followed its adoption.

The proposal to receive subscriptions through a central office in Liverpool dates back about half a century; though it was not until thirty-seven years ago that an attempt was made to carry it into actual practice. The matter was then taken up by a gentleman favourable to the scheme, but who had hitherto taken no part in its promotion, and an arrangement was made with one of the banks to receive and transfer to the charities any subscriptions that might be tendered without application. No special means were taken to give the matter publicity or to provide the necessary forms, and probably from these causes, as well as because it was not systematically and energetically carried out, it fell through after one year's trial. This failure retarded the adoption of the plan for some years.

A circumstance which probably helped forward the movement was the publication in 1873, at the instance of a few gentlemen, of a combined list of the subscribers to thirty-eight of the principal Liverpool charities, both medical and general. This list brought to light several facts altogether unlooked for. It showed:

First, that the regular annual subscribers to the whole of these thirty-eight charities numbered only 6,668, these contributing in all 19,365 subscriptions, amounting to £28,101—being an average of about three subscriptions, or four guineas, to each subscriber.

Secondly, that of the 6,668 subscribers, 3,491, or 52 per cent., supported only one charity, and 1,051 or 16 per cent., supported only two charities.

Thirdly, that of the 19,365 subscriptions, 10,590, or considerably more than half, were contributed by 1,193 persons.

It may be well to point out that the combined list was not exactly a fair criterion of the liberality of individuals, for the following reasons: that it took no account of donations; that it made no distinction between large and small subscriptions, and that it excluded distinctively religious charities which are often largely supported by benevolent persons whose names do not appear in the lists of what may be called the secular charities. A number of persons also contribute anonymously to the charities through yearly collections in places of worship. Still the list was useful for the purpose named, that is, as showing how few comparatively were the regular annual subscribers to the charities.

The next step in the movement was taken in 1875, when a memorial signed by about 200 of the largest subscribers was presented to the mayor of the city at that time (Lieut.-Colonel Steble) requesting him to take such measures as he might deem best to establish a central office for the collection of subscriptions. After consultation with the promoters of the memorial, the mayor referred it to the committee of the Central Relief and Charity Organisation Society for their consideration, and they in reply expressed their readiness to undertake the duty through their staff, should it be desired by the various charities, the committee reserving to themselves the right of selection. The intention at that time was to collect, through one agency, the whole of the subscriptions to approved charities, in lieu of the existing collection by

individual charities. On the matter being put before the charities a sufficient number did not avail themselves of the arrangement to promise success to the movement in that form, but several of the leading ones expressed their willingness to allow the society to receive, during the months of January and February, any subscriptions that might be tendered at its office, retaining in their own hands the collection of the balance then remaining unpaid. The committee of the society accepted this modification, and this was the plan in operation from 1877 to 1881 inclusive; that is, the society simply undertook to receive and transfer to certain charities such subscriptions or donations as might be tendered without application, but did not send out a collector. In 1877 the list comprised eighteen charities, whose aggregate subscriptions were £18,459, of which £4,641, or 25 per cent., was paid in at the Central Relief Society's office during January and February, and in addition donations amounting to £328. The number of contributors was 539. In 1881 there were sixty-six charities on the list, whose aggregate subscriptions were £35,103, of which £15,072, or 43 per cent., was paid in, and in addition £5,216 in donations. The contributors in this year numbered 954; the average amount of subscriptions from each subscriber being a little over 15 guineas.

In order to ascertain to what extent the subscription lists benefited by this scheme, the treasurers were asked to furnish returns of the amount of new and increased subscriptions received through the society (deducting any decreases); and these returns showed that the charities had gained in this way:—

	£
In 1877 - - - - -	537
„ 1878 a further sum of - - -	1,074
„ 1879 „ - - - - -	1,027
„ 1880 „ - - - - -	931
„ 1881 „ - - - - -	1,037
Total for the five years - - -	4,606

being 8½ per cent. of the total subscriptions passing through the society's hands. In other words, one guinea in every twelve was a new subscription. With quite unimportant exceptions all the charities participated each year in the increase. The returns were discontinued after 1881 as no longer necessary, the fact that the charities actually benefited financially having been fully established.

This result fully bore out the opinion of the promoters of the scheme, that the charities would benefit by a list of them being brought prominently before the public, and increased facilities for paying contributions being at the same time afforded.

For the last twenty-seven years contributions have also been invited for an unappropriated fund, the purpose of which is thus explained:—“Experience has shown that there are a number of persons who, though well disposed to assist benevolent institutions, cannot assist all, and in the multitude of claimants are at a loss to make a selection, and also that some of the more wealthy find a difficulty in discriminating amongst the charities. To enable these to contribute, an unappropriated fund, to be distributed amongst such of the charities on the list as may be thought desirable by the committee of this society, has been added. A list of contributions to this fund, and particulars of its disposal, will be published in the society's annual report. It is not intended that this fund should take the place of any existing subscriptions to the individual charities.”

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Particulars of the yearly receipts for this fund are given in the statement on p. 21. The total amount received in the twenty-seven years has been £5,910.

The yearly sums were distributed by the committee of the Central Relief Society after a careful consideration of the financial position of the various charities.

A few words as to the way in which the scheme is carried out. Previously to the beginning of each year from 11,000 to 12,000 blank lists are issued. They are sent to all subscribers, and also to any members of the Exchange and the mercantile associations, and to tradesmen and residents in the principal quarters of the town, who may *not* be subscribers. The list contains the names of the charities, with the amounts of subscriptions as given in the previous published reports, and an explanatory circular on the back.

With the lists are issued copies of a pamphlet containing circulars from such societies as wish to avail of this mode of making their wants known, usually giving a brief statement of their objects and financial position. The expense of the pamphlet is covered by a charge according to the space occupied.

In the present year (1906), this pamphlet contains statements of work and appeals from eighty-six charities.

A printed receipt enumerating the subscriptions is given from a counterfoil book. The moneys received are all banked and are paid over at short intervals by cheques to the banking accounts of the respective charities. The amount of risk therefore from the transference of moneys is reduced to a minimum. The treasurers are at the same time advised of the payment, and a list of the subscriptions and donations, included in the cheque, is furnished to them.

The rate of commission which the society charges for receiving subscriptions varies according to the amount, as shown below, but in every case is considerably less than the cost of collection in the ordinary way.

As already mentioned, the plan just described was that in operation as regards all the charities associated in the movement up to 1881. In 1882 a change was made in the direction of a return to the original proposal. A few of the charities having then asked whether the society would undertake the collection of the *whole* of their subscriptions, it was induced to again proffer its services for this purpose to all the charities on its list. The result was that twenty-nine of the charities gave their assent, this number subsequently increasing to forty-eight in the present year (1906), while the remainder prefer to continue the existing arrangement. Accordingly, at the termination of the first two months, subscribers' lists are prepared, from a classified register, of the subscriptions still outstanding for these charities, which are then applied for by the collector personally, or, when the distance will not admit of this, by post. The list shows the subscriptions given in the previous year, and contains a blank column to be filled up by the subscriber with the amounts proposed to be given for the current year.

The charge is a percentage varying according to the amount collected and the labour involved—the larger lists of course costing relatively less than the smaller to collect. The charge for receiving contributions in January and February only, where no application is made other than sending out the list and pamphlet, is as follows:—Where the receipts are:—£500 and over, 1 per cent.; £100 and under £500, 1½ per cent.; under £100, 2 per cent.

The charge for collecting the whole of the subscriptions, entailing as it does considerably more trouble and expense, is as a rule 4 per cent. on the full list.

The collection has been carried out to the entire satisfaction of the various treasurers, not, however, without much arduous work and perseverance on the part of the collectors. It may be added that from the beginning all the books and vouchers have been audited annually by one of the principal firms of chartered accountants in the city, and a summary published in the society's annual report. The books are open at any time for the

inspection of the various treasurers, with whom, naturally, there is frequent communication.

The system is now thoroughly established, and the two months' list includes practically all charities for which the society could undertake to receive. It has not hitherto been thought advisable to include in the Central Relief Society's list any institutions having exclusively religious objects; a separate arrangement for these has been in operation for several years. The Liverpool diocesan finance committee receives and transmits subscriptions to church societies, both local and national, and the association of religious agencies provides similarly for Nonconformist and other institutions.

At the outset it was anticipated that objections to the system would arise; but these anticipations have proved groundless.

It was feared, for instance, that the smaller charities would benefit at the expense of the larger ones, by subscribers dividing the subscriptions they gave to the latter amongst the former. Even in the earlier years, however, the returns of gains, showing all the charities to have more or less benefited, seemed to indicate that this was not the case, and with the fuller knowledge now possessed by the committee, through having the collection of the whole of the subscriptions of many of the charities under their supervision, they are in a position to say that there is no ground whatever for such an apprehension.

Again: some concern was very properly felt lest the collectors, some of whom had for years been engaged in this work, might suffer through the loss of this occupation. In all new measures it is difficult to entirely escape some cases of hardship, but the change here described has come about so gradually that we are not aware of any such cases having arisen. The collecting of charitable subscriptions was only a portion of the collectors' employment, with one or two exceptions, and in one of the most important of these, compensation was provided by the Central Relief Committee out of the commissions received.

Another objection suggested was that the charities would suffer by losing the advocacy of collectors personally acquainted with, and interested in, their positions. This objection would have more force if it were intended that the collector of the Central Relief Society should supersede entirely the representatives of the charities, but this is not the case. On the contrary, previously to the end of the year, each treasurer is consulted with a view to his using personal influence to secure any outstanding subscriptions that might not otherwise be obtained. It is unnecessary to add, however, that no collector can take the place of the personal interest of an energetic treasurer in maintaining the subscription list at a proper level.

It was also thought it would be inconvenient for many subscribers to pay all their subscriptions in one sum, but the number of such cases has proved to be very limited, and where they occur the amounts are called for at the subscriber's own convenience. Again: it was feared that the effect of showing contributors how much they subscribed in the aggregate might be that they would reduce their contributions. We have not found this result to follow, and, on the other hand, it has frequently occurred that, when a person of any degree of benevolence has had presented to him our list, now including 115 charities, to only one of which, perhaps, he contributed, he has been led to see the duty of extending his liberality and giving to several others. "Evil is wrought by want of thought as well as want of heart," and failure to do one's duty has often a similar origin. One cannot fail to observe that, to some it is a positive luxury to do good in this way.

In enumerating the advantages of the scheme, I would place in the very front its convenience to subscribers, but especially to those who contribute to several charities; and when it is mentioned that in 1905 the average payment of the 1,013 persons who paid their contributions in January and February was £25, it will be seen that these are of sufficient importance to deserve consideration. This is, in fact, to a very large extent, a subscriber's question, as it enables, in many cases, 30 or 40, and in some cases 80 to 100, subscriptions to be handed over in one amount, instead

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of being paid singly at all times of the year. It also diminishes the risk of any unauthorised person collecting, as has at least once been the case in Liverpool. Indeed, so great has the convenience proved, that several subscribers have refused to continue their contributions to charities which did not avail of the arrangement and so save them trouble.

Again, as a result of the facilities for at once acting upon any benevolent impulse, there has been, as already stated, an increase in the annual subscriptions of £1,000 each year, and to this, no doubt, a great part of the donations received in the past twenty-nine years, amounting to £94,691, as well as the whole of the £5,910 Unappropriated Fund, might be added. On several occasions lists have been sent in containing a subscription to every charity enumerated. On one occasion a gentleman brought a donation of £500, for which a good year of business supplied the impulse, and for two successive years an unknown benefactor availed himself of this organisation to divide £2,500 amongst certain charities on the list selected by him, notice in the Press being the only acknowledgment possible.

The question has been asked whether the subscription lists of the charities actually show an increase corresponding with the figures quoted above. As a matter of fact the aggregate subscriptions have increased; but it should be borne in mind that the subscriptions naturally tend to decrease by deaths, removals, and withdrawals, so that there will always be a necessity for the different committees to exert themselves to keep up the list by bringing in new contributors. In any case it is clear that, whatever may be the position of the various charities, they are better off than they would have been to the extent of the gains through the Central Relief Society.

The saving of expense to the charities in the way of commission is also of considerable account, and in cases where there is no direct saving on account of the collection being made by a regular official, not paid by commission, the advantage is realised by his being set free for other duties.

A further advantage of the centralisation of the collection of subscriptions is, that it is one very practical form of charity organisation. Differing theories and methods of operation may prevent the various charities from ever combining to form one organised body, and co-operation with each other will probably be best brought about by their uniting for practical objects such as that described here. One outcome of the scheme has been the formation of an association of charities for the discussion of matters bearing on their common interests. There is abundant scope and necessity for joint conference and action between the charities.

Amongst subjects for consideration may be reckoned, for instance, that of more systematically and carefully inquiring into the merits of applicants to the various institutions, and their ability to contribute something towards the cost of the benefits they receive. Another question, which would naturally occupy the attention of such a conference, would be how to increase the present comparatively small number of subscribers.

It was estimated in 1878 that there were at that time 20,000 persons in Liverpool able to contribute regularly to charities, as compared with 6,700 supporters of the thirty-eight leading charities, and 1,200 who practically contributed more than half the regular subscriptions to these institutions. To-day it would be quite safe to increase the number of possible subscribers in the city to, say, 30,000.

“One reason of the comparatively small number of names to be found upon our subscription lists is in the system under which at present such support is sought. The presidents, treasurers, and committees of the charities are drawn largely from one circle, and in consequence, these gentlemen, having one and the same range of acquaintance, appeal to the same persons for assistance to the institution in which they take a special interest.

This is not a matter of surprise, for no single institution could appeal with sufficient effect, or could afford to support that organised canvass necessary to embrace the very large area open to be worked for such purpose. If, however, a means can be devised for united action on the part of the charities by a systematic and joint application for aid, a large addition could, without doubt, be made to their annual subscription lists.”—(*Forwood*.)

We are frequently applied to for information on the best means of establishing and carrying on the system, and therefore it may be well to summarise the practical measures which experience has shown to be most likely to ensure success.

(1) The first step is to obtain the concurrence of the larger subscribers to the charities. This should take some definite form, such as a memorial or requisition for the establishment of a central collection to the managers of the charities. This may be submitted to the charities individually, or to a meeting of treasurers, when any information required can be supplied.

(2) The committee which is appointed to undertake the duty should select the institutions to be included in the scheme. The qualification in Liverpool is that the institution should be carrying on a *bona fide* philanthropic work, and be under the management of a committee of responsible persons; should publish a report and balance sheet; and have annual subscriptions of not less than £50.

(3) Definite arrangements should be made with each charity beforehand, so that there may be proper authority for receiving contributions, and a clear understanding as to the commission to be charged.

(4) The moneys received should be regularly paid over to the institutions concerned, with a proper list of the subscriptions and donations included in the payment. This payment is best made through the banking accounts of the charities concerned.

(5) The forms and plan of books made use of by the Liverpool Central Relief and Charity Organisation Society are at the service of any committee who may be setting up the scheme.

(6) The system may be carried out either by an existing institution, or by a committee formed for the purpose. The former will naturally be the more economical plan, especially if an office and nucleus of staff are already available. For many reasons the charity organisation, or other corresponding society, may, with advantage, be entrusted with the work, as in Liverpool.

(7) It should not, however, be made part of any general scheme of organisation or co-ordination of the local charities unless there is a desire for such on the part of the charities themselves, as this is apt to suggest that it may lead to intervention in the internal affairs of the institutions. In Liverpool, we scrupulously avoid anything which could give rise to such an impression, regarding ourselves in fact as acting merely as *agents* for the charities which entrust us to undertake this service for them. This is, no doubt, a great element in our retaining the hearty good will and co-operation of the charities. The working of such a scheme, as shown above, tends in the direction of the co-operation of charities, but every step in that direction must come about naturally, from a conviction of its necessity on the part of the responsible committees of the various institutions.

(8) Finally, the scheme is not one for “pooling” charitable contributions in a general fund, but for giving facilities for the payment of contributions to charities specifically indicated by the donors, except as regards the Unappropriated Fund.

APPENDIX No. III. (F.)—Continued.

Handed in by Mr. W. Grisewood, Liverpool. (Q. 37110.)

STATEMENT SHOWING SUBSCRIPTIONS AND DONATIONS TO LIVERPOOL LOCAL CHARITIES RECEIVED DURING THE TWENTY-NINE YEARS ENDING SEPTEMBER 30TH, 1905.

Year.	No. of Charities on List.	Total Subscriptions as per last published Report.	Received per Central Relief Society.		
			Subscriptions.	Donations.	Unappropriated Fund, included in Totals.
		£	£	£	£ s. d.
1877	18	18,459	4,641	328	—
1878	41	28,601	9,233	787	—
1879	54	31,935	11,940	1,600	119 17 0
1880	57	32,792	13,099	1,943	130 5 6
1881	66	35,103	15,072	5,216	151 7 6
1882	65	36,441	20,264	4,845	185 12 6
1883	67	38,063	21,619	2,770	197 4 6
1884	69	40,691	22,689	2,538	193 12 0
1885	76	43,291	22,812	2,703	132 1 7
1886	79	42,598	24,226	3,795	145 8 0
1887	81	41,694	24,568	3,544	296 15 6
1888	85	42,209	24,434	2,997	259 11 6
1889	90	53,033	25,232	3,010	274 13 0
1890	95	44,016	25,162	3,300	249 14 6
1891	99	45,177	25,469	3,117	226 17 0
1892	98	46,583	25,899	3,520	236 0 6
1893	99	46,472	26,324	3,550	218 16 6
1894	97	46,443	25,905	3,649	192 19 6
1895	98	42,569	25,758	4,150	235 19 0
1896	99	46,137	25,879	3,779	215 1 0
1897	100	45,826	26,131	4,246	217 9 3
1898	101	45,298	26,246	3,974	229 9 6
1899	106	49,248	26,736	4,040	242 0 6
1900	107	47,770	27,081	3,229	207 10 6
1901	108	48,364	27,172	3,902	210 17 0
1902	112	52,521	28,206	3,859	244 3 0
1903	113	54,875	28,875	4,046	301 16 6
1904	113	49,479	28,933	2,826	239 3 6
1905	115	56,480	28,676	3,428	355 16 0
Total - -		£1,252,168	668,281	£94,691	£5,910 2 4

APPENDIX No. III. (G).

Handed in by Mr. W. Grisewood, Liverpool. (Q. 37152.)

1.—STATEMENTS SHOWING THE AMOUNT DEPOSITED, WITHDRAWN AND REMAINING TO THE CREDIT OF DEPOSITORS FOR THE 10 YEARS FROM 1897 TO 1906 INCLUSIVE.*

SAVINGS BANK, LIVERPOOL.

Year.	Amount Deposited.	Amount Withdrawn.	Balance to Credit.
	£ s. d.	£ s. d.	£ s. d.
1897	905,549 5 8	841,741 2 5	3,199,212 16 5
1898	909,517 9 0	887,079 12 5	3,299,151 18 11
1899	953,826 6 7	926,717 9 2	3,406,341 0 0
1900	928,026 0 2	999,522 15 2	3,415,793 11 7
1901	926,033 2 3	999,918 15 6	3,423,208 15 1
1902	915,419 5 1	989,532 13 8	3,430,485 11 10
1903	927,211 11 7	990,265 7 0	3,449,142 1 1
1904	913,763 11 10	1,009,570 14 5	3,434,941 12 11
1905	942,572 7 11	1,005,023 11 5	3,454,270 1 4
1906	969,583 9 5	1,030,529 3 1	3,475,901 19 4

* Information furnished by G. Banner Newton, Esq., Actuary, Savings Bank, Liverpool.

APPENDIX No. III. (G.)—Continued.

Handed in by Mr. W. Crisewood, Liverpool. (Q. 37152.)

PENNY SAVINGS BANKS, LIVERPOOL.

Year.	Number of Banks.	Amount Deposited.	Amount Withdrawn.	Transferred to Liverpool Savings Bank.	Balance to Credit.
		£ s. d.	£ s. d.	£ s. d.	£ s. d.
1897	172	30,409 16 6	23,586 12 0	6,881 14 0	10,647 1 4
1898	175	31,050 16 1	23,526 8 1	6,769 15 5	11,344 18 10
1899	174	33,889 2 1	25,663 17 7	7,501 15 3	11,870 4 10
1900	177	32,983 15 3	25,831 15 6	7,347 2 11	11,605 8 4
1901	176	32,928 13 4	25,517 9 8	7,167 11 6	11,663 17 5
1902	177	33,655 0 9	26,215 10 2	7,235 0 9	11,880 18 3
1903	185	35,632 12 6	27,463 18 11	7,595 18 0	12,398 18 6
1904	184	33,628 12 11	26,610 10 8	7,100 6 3	12,069 17 9
1905	193	36,093 9 10	27,925 9 1	6,865 17 6	13,246 12 10
1906	210	40,036 0 2	30,816 1 5	7,654 18 9	14,478 3 1

LIVERPOOL DISTRICT PROVIDENT SOCIETY.

2.—STATEMENT SHOWING THE AMOUNT DEPOSITED, WITHDRAWN AND REMAINING TO THE CREDIT OF DEPOSITORS FOR THE 10 YEARS FROM 1897 TO 1906 INCLUSIVE.*

Year.	Number of Visitors.	Amount Collected.	Amount Withdrawn.	Balance to the Credit of Depositors.
		£ s. d.	£ s. d.	£ s. d.
1897	86	4,327 3 4	4,269 9 9	947 13 3
1898	76	4,127 1 5	4,012 12 7	1,067 13 8
1899	74	4,148 4 1	4,220 11 3	991 14 10
1900	73	3,564 5 7	3,777 5 8	786 4 1
1901	72	3,857 17 11	3,817 7 4	790 6 4
1902	69	3,642 3 7	3,656 0 10	769 5 2
1903	69	3,475 7 2	3,534 17 2	707 0 1
1904	70	3,062 1 1	3,092 0 4	680 11 3
1905	68	2,865 8 2	2,924 18 9	630 3 10
1906	60	2,623 12 3	2,712 4 4	545 9 10

* Information furnished by Miss Emily C. Gerrish, agent Liverpool District Provident Society.

It will be noticed from the above statement that the transactions of the District Provident Society are going down steadily, and this is coincident with the decline in the number of visitors who voluntarily collect the savings at the homes of the working classes. The amount thus saved depends very greatly on the calls of these collectors, and it has of late years been found difficult to keep up their number. It is an instance of the way in which fashion changes, even in benevolent work.

The failure to enlist voluntary service in this case may suggest a difficulty in obtaining voluntary friendly visitors for work in co-operation with the Poor Law. Where, however, a sufficient interest can be aroused in

the condition of the poor, it has been found that a large number of helpers may be attracted to the work.

The instances given in my evidence of voluntary organisations in several large towns, including guilds of help, such as that at Bradford, were intended to show that if the use of voluntary help were approved in connection with Poor Law work these organisations might form a foundation on which to build.

Other forms of thrift are the large friendly societies, such as the Oddfellows and the tontine societies, which are very popular in Liverpool, information of both of which can be obtained from the registrar of friendly societies; and also the Post Office Savings Bank.

APPENDIX No. III. (H).

Handed in by Mr. W. Grisewood, Liverpool. (Qs. 37212 and 37272.)

LIVERPOOL CENTRAL RELIEF AND CHARITY ORGANISATION SOCIETY.

1.—PARTICULARS OF 10 WIDOWS WITH FAMILIES RECEIVING PARISH RELIEF, REFERRED BY THE PARISH OF LIVERPOOL AS SUITABLE TO BE SENT TO THE FACTORY DISTRICTS, BUT WHO ARE UNWILLING TO GO.

Name.	Ages of Children—Years.	Remarks.
Jane C. - - - - -	18, 16, 13, 12, 5, 1.	
Mary G. - - - - -	15, 14.	
Mary A. C. - - - - -	16, 15, 14, 10, 9, 7, 6, 6, 5.	
Mary F. - - - - -	17, 14, 8, 5.	
Catherine H. - - - - -	20, 19, 16, 14, 11, 9, 7, 3.	
Ann H. - - - - -	19, 16, 14, 11, 9, 5.	
Elizabeth R. - - - - -	16, 14, 13, 8, 5, 3.	
Ellen McG. - - - - -	16, 15, 11, 9, 4.	
Ellen McK. - - - - -	16, 14, 12, 2.	
Elizabeth M. - - - - -	28, 22, 21, 17, 15, 13, 12, 6.	

Note by Witness.

My observation on above cases is that while, no doubt, when they began to receive parish relief the family was too young to support itself, that state of things has now changed, and assuming the family were willing to work, and otherwise suitable, self-supporting work could be found for them, if not in Liverpool, in a factory. If the family had been under the intelligent and kindly supervision of a friendly visitor this might have been kept in view.

LIVERPOOL CENTRAL RELIEF AND CHARITY ORGANISATION SOCIETY.

2.—PARTICULARS OF FAMILIES RECENTLY SENT TO WORK IN THE FACTORY DISTRICTS BY THE SOCIETY.

Persons sent.	Number of Children	Date when sent.	District to which sent.	Weekly Income when sent	Parish Relief.	Present Number in Family.	Number of Workers.	Present Weekly Income.
				£ s. d.	£ s. d.			£ s. d.
Mrs. C. - -	5	June, 1905	{ Edale in Derbyshire }	0 15 6	0 3 6	} 8	6½	3 13 0
A. W. (orphan) -		November, 1905		-	In the			
M. J. D. (orphan)		ditto		-	Workhouse			
Mrs. C. - - -	3	February, 1906	{ Ripley Valley, Yorkshire }	0 4 0	-	* See foot note		
Mrs. M. - - -	1	January, 1907		ditto	0 13 6	-	2	2
E. S. (orphan) -		July, 1906	{ Ingrow, York-shire }	In Parish	Homes	1	1	0 10 4
M. M. (orphan) -		ditto	ditto	ditto		1	1	0 10 4
M. J. E. (orphan)		ditto	ditto	ditto		1	1	0 8 9
Mrs. O. - - -	3	October, 1906	ditto	0 10 0	0 3 0	} 6	4	1 17 1
A. H. (orphan) -		ditto	ditto	In Parish	Homes			
E. H. (orphan) -		ditto	ditto	ditto				
Mrs. C. - - -	2	November, 1906	{ Rochdale, Lancashire }	0 13 6	-	3	2½	1 8 1
Mrs. E. A. I. -	5	December, 1906	{ Market Har-boro', Leicestershire }	0 15 0	-	6	3	1 12 6
Mrs. P. - - -	4	ditto	{ Meltham, Yorkshire }	0 8 6	-	5	3	1 16 0
Mrs. H. - - -	5	ditto	ditto	0 14 0	0 3 0	6	3	1 12 6
Mrs. B. - - -	3	ditto	{ Halifax, York-shire }	0 4 0	-	4	3	1 9 6
Mrs. K. - - -	4	March, 1907	ditto	0 7 0	0 4 0	5	3	1 8 6
Mrs. D. - - -	3	ditto	ditto	0 6 6	-	4	2	1 4 6
Mrs. B. - - -	2	January, 1907	{ Stubbins, Lancashire }	0 9 6	-	3	2	0 18
Mr. & Mrs. J. L.	5	November, 1906	ditto	0 15 0	-	7	5	3 7 4½
Mrs. D. - - -	4	January, 1907	{ Ashbourne, Derbyshire }	0 17 0	-	5	3	1 12 0½
Mrs. W. - - -	2	February, 1907	{ Bollington, Cheshire }	-	-	3	2	- 16 6

* This family, shortly after their arrival, were earning £1 10s. 6d. per week, but hearing that work was plentiful in Lancashire they removed and have since been lost sight of.

† A married daughter with two young children has joined Mrs. B., and earns 10s. 8d. per week.

‡ In this case work was found for the father, who is a cripple.

§ Mrs. D. does not work in the factory, but she earns 5/- weekly by taking care of children.

Note by Witness.

The above statement gives a few illustrations from families recently sent to work in the factories. No one can reasonably doubt, and certainly the people themselves do not, that a transference of this kind is an immense change for the better in every respect. Nothing could be more miserable and hopeless than the condition of the J.-L. family when we sent them away six weeks ago. They are now in comfort and independence.

Copy of letter received by the society from

Mrs. E. A. J.

"It is time I should write to let you know how we are getting on here. I am very glad to say the girls are doing very well, and they like the work. Miss S. is very pleased at the way they have got on. We have a nice little house with a small garden at back and front.

I am very thankful for what you have done for me, and I trust we shall be able in June to pay you back. Miss S. has been most kind in more ways than one. I am pleased to say we found everything ready when we arrived here. Thanking you again.—I am,

"Yours sincerely,

"Mr. Grisewood."

"(Signed) E. A. J.

APPENDIX No. III (H)—*continued.**Handed in by Mr. W. Grisewood, Liverpool, (Qs. 37212 and 37272.)*

LIVERPOOL CENTRAL RELIEF AND CHARITY ORGANISATION SOCIETY.

REPORT BY MR. J. W. DAY, THEIR ASSISTANT SECRETARY, DURING THE SUMMER OF 1907, OF VISIT TO FACTORIES THROUGH THE AGENCY OF THE SOCIETY.

Thursday, August 8th, 1907.

MILL No. 1.

"E." is a pretty little village surrounded by high hills on three sides, on the Dore and Chinley branch of the Midland Railway, and in the neighbourhood of such well-known places as Hope, Castleton, Hathersage, Eyam, and Stoney Middleton.

The mill is very prettily situated by a stream, a short walk from the station. The work here is known as doubling and twisting. Commencing with spun yarn, the machines wind from two spools on to one reel, and, when full, these are removed and put on another machine which twists the two threads into one. The yarn is then run through slits in brass tongues to clear it, and it is afterwards wound into skeins. The machines are so finely adjusted that if one thread breaks, that particular part of the machine is thrown out of gear, and the girl-minder collects and ties the ends, sets the reel going, and repeats the process further along the frame if necessary. As payment is by the piece, the quickest workers make the most money, and some of the girls work very rapidly. I found one of the girls sent by us tending four frames containing 232 reels each, and doing the work better than a boy who had only two frames to mind. This girl earns about 12s. 6d. per week, and the total income of the six workers (one half-timer) in this family is about £3 per week. Two of these girls are orphans from the workhouse, and there is another daughter who is, unfortunately, an invalid, and unable to work. I found Mrs. A. looking the picture of health, baking bread in a kitchen 15½ feet by 13½ feet, and, on being asked how she liked the change, she exclaimed: "Oh! sir, if I had only known, I should have been here long before I did come." She told me that the girls all liked the work, and that if for any reason she had to leave, she would on no account return to Liverpool, but would go to some other factory. She is living in a three-storeyed house, with a large yard and small front garden, at a rent of 4s. 6d. a week, and coal costs only from 11s. 6d. to 14s. a ton.

Friday, August 9th, 1907.

MILL No. 2.

This factory is situated in a valley near Dovedale, one of the beauty spots of Derbyshire. Owing to the extreme difficulty of access, I was only able to stay a very short time, but I was able to note that the character of the work is the same as at "E." The mill is a larger one, and the hands live in adjoining cottages, which do not present such a pleasing appearance as those in some of the districts I visited later.

Mrs. B.'s kitchen was anything but inviting, and I did not stay long. Mrs. B. is glad she left Liverpool, and the girls both like the work, but they say they can never settle in such a dull place. Three children are working, and earning about 32s. weekly, whilst Mrs. B. also earns about 5s. per week by minding children.

Mrs. C. and her three girls have not been long in the mill, and their earnings are consequently small. The two girls have been making from 15s. to 20s. a week, and Mrs. C. was hoping that work would be found for her as well. They were well pleased with the change.

Monday, September 9th, 1907.

MILL No. 3.

This is an immense place employing 5,000 hands in carpet manufacturing. The work is not nearly so dirty as I had imagined, and many of the girls and women in some of the departments look quite neat and trim, although, of course, a good many are the reverse.

Mrs. D. and her eldest daughter are engaged in attending machines which wind linen yarn from skeins on to bobbins, and from bobbins on to cops. The work does not appear laborious, and they earn on an average about 24s. a week between them. They have a three-roomed house, with a large kitchen, in a not very good quarter near the mill,

for which they pay 3s. a week. Food and coal prices are much the same as in Liverpool, except that flour is only 1d. per pound. Mrs. D.'s only complaint is against the class of people she has to work with, and she does not intend to let her second daughter commence work amongst the other young girls. I advised her to speak to the manager with a view to this girl starting in another of the many mills.

Mrs. E., one daughter and one son, are earning from 25s. to 30s. a week amongst them, and Mrs. E. expresses herself as perfectly content. I heard very good accounts of her daughter and of the girl, F., who went with her, but I was told the boy is a young scamp.

Mrs. G. and her two daughters are earning about 30s. a week. Unfortunately, the elder girl, who is reported to be a good worker, is delicate, and is obliged to be absent now and again, and the other girl thinks she is entitled to only work as many days as her sister, and stays away without reason. This, of course, is due to lack of maternal authority.

The last family sent here, was that of Mrs. H., with one boy and one girl, able to work, and four younger children, and she was afterwards joined by another boy. Each of the boys was earning 12s. a week, and Mrs. H. and her daughter made 18s. between them. The boy J. gave Mrs. H. 7s. a week, and sent something to his mother in Liverpool, so that there was 37s. a week for a family of eight. The boy H. became dissatisfied, and left the mill last week, and his mother says he has returned to Liverpool. The other boy also refuses to stay with her, and she maintains that she cannot keep her family on her own and her daughter's earnings. She has given notice to leave this week, and intends to come back to Liverpool, where she has friends. I pointed out to her that she was very unlikely to earn 18s. a week in Liverpool, but my arguments did not seem to have much effect. The two boys had formerly had casual work in Liverpool as scalers, and no doubt they will return to this precarious occupation.

Monday, September 9th, 1907.

MILL No. 4.

The firm of J. W. owns four mills in Keighley, Ingrow, and in this valley. Haworth is a fairly large place with a number of mills round about. The church on the hill is famous on account of the father of Charlotte Brontë having been incumbent there, and the famous authoress of "Jane Eyre" wrote many of her works in this district.

The mill is prettily situated in what is known as the Worth Valley, and is a twenty minutes' drive by a circuitous and hilly route from Haworth Station. The valley is well wooded, and the outlook from the mill cottages is very pleasing to the eye after the brick walls of slumland in Liverpool. I arrived too late to see any work going on, but the workers on their way home to tea looked the picture of health and happiness. I went round the mill, and, from what I have seen in others, I was able to note that the work is by no means heavy, although it is certainly constant, and unremitting attention is required to obtain good results. Payment in the spinning department of this mill is by the day, and 9s. 6d. a week is the amount earned by a good spinner, whilst in the weaving shed, where payment is by the piece, a good hand can earn 18s. to 20s. weekly.

I visited three of the families sent there within the last few years, and without exception they expressed themselves as more than pleased with change in their circumstances. The homes of Mrs. K. and Mrs. L. were particularly clean and tidy, and a number of healthy-looking plants in the windows testified to the owner's care and attention. Splendid cottages are obtainable at an inclusive rent of 2s. a week, but coal costs from 18s. to 20s. a ton.

There is another family here named M., who are not at all satisfied, and are giving a deal of trouble. I saw the mother and the eldest girl, who has been ill with a chest complaint, and has been off work seven months until about a month ago. Her mother states that the doctor says the air is too strong for her and she would

APPENDIX No. III. (H).—*continued.**Handed in by Mr. W. Grisewood, Liverpool. (Qs. 37212 and 37272.)*

be better in a town. She is said to have improved very much during a short stay which she had at Liverpool. Their aim appears to get into the mill at Keighley, where there is more life, but as Mr. W. has sufficient workers there he is anxious to keep these people where they are. Mrs. K. has from 25s. to 30s. a week coming in from four workers; Mrs. N. has two of her own girls and two others earning 35s. 6d.; and Mrs. L. receives from her two daughters and two other girls 33s. 6d. a week. To the question: "Would you like to return to Liverpool?" they all answered with a decided negative.

Tuesday, September 10th, 1907.

MILL No. 5.

In my opinion, this is the most beautifully situated of all the mills which I have visited, and those who have travelled between Leeds and Harrogate will have a good idea of the scenery. Ripley itself is a charming little village, and the three miles' walk to the mills is perfectly delightful. The mills are situated deep down in the next valley to the Nidd Valley, and are not a great way from the Brimham Rocks, which enjoy a fair share of fame in the district. There is also a lovely walk through the woods to the neighbouring villages of Hampsthwaite and Birstwith.

The work is spinning and winding silk, and is much cleaner and nicer work than any I have yet seen, whilst competent girls are earning up to 16s. a week.

I visited the home of one woman who was sent by this society seventeen years ago, and found her extremely comfortable and happy. She has a nice cottage at 2s. 9d. per week, and her parlour furniture included a harmonium. One of her daughters plays this instrument in the chapel. She informed me that three of her daughters are comfortably married, and she has three more working, earning 35s. a week. Two daughters of another family, sent from Liverpool seventeen years ago, are also married to men earning 33s. a week each.

Mrs. S. has four children and herself working, and their total earnings amount to 41s. a week, whilst their rent is only 2s. 4d. She told me that she was perfectly satisfied both with the work and the place.

The last family sent was that of Mrs. T., and at the present time she has two girls working full time and two boys who have just commenced as half-timers. They are receiving 22s. a week, and are at present living in rather a poor cottage, rent free. They do not care for the country, but I think they will settle down.

A Mrs. V. and daughter, whom we sent here to join her son, are earning 9s. and 8s. 6d. respectively, and the son 12s.

Owing to the long distance from the railway, coal is dear, the present price being 1s. 2d. per cwt., but food prices are much the same as elsewhere.

Wednesday, September 11th, 1907.

MILL No. 6.

There appears to be a number of mills of different kinds in this district, but they are scattered about, and, being built of stone, they do not detract from the picturesqueness of the scenery. Meltham itself is only a small place, with no amusements, but market tickets to Huddersfield are obtainable on Saturdays for a few coppers.

The work here is very clean, and I was particularly struck with the pleasing appearance of the girls, many of whom were quite smartly dressed in various coloured blouses, whilst all had exceptionally clean hands and faces. In the combing-shed men and boys are employed, and the light though constant employment of the muscles appears to be conducive to health and strength, as I saw some good specimens of muscular humanity. The boys earn from 12s. to 18s. per week, and the men up to 33s. One of these men is the son of a Brighouse alderman, and is said to be worth a few hundreds as a result of his industry. The character of the work requires the boys to be rather tall than otherwise. Several of the frames

were idle on account of this being feast week. The feast lasts two days, but some of the men had obtained permission to stay away the whole of the week to visit some seaside resort.

Mrs. W.'s two girls and one boy are said to be excellent workers and of exemplary conduct, although the elder girl told me that they had had some difficulty in getting her sister to settle. They are earning 38s. a week. Owing to the mother living a considerable distance away, I was unable to visit her in the time at my disposal.

I regret that my report of the X. family cannot be so favourable. I arrived at the time of a family crisis. After Mrs. X. arrived at M. she was joined by her eldest daughter, who has been in service, and, subsequently, by her eldest son, who was in the Navy. This lad turned out badly and was dismissed, and the eldest girl has recently left the mother on account of family disagreement. If these people had been possessed of more equable temperaments they might have been very happy, as the three workers are earning 33s. 6d. per week, and their rent is only 4s. a week and rates, whilst they have a garden about 20 yards long in front of the house.

Wednesday, September 11th, 1907.

MILL No. 7.

This is another pleasantly situated village, and the worker's lot should be a happy one. The work is spinning cotton from the raw material, and there is a great deal of dust and fluff about. There are only two families here who have been sent by us. The first of these was a family of three girls and one boy named Y., and a girl cousin, and the mother and step-father. When our attention was called to them, they were earning 15s. a week amongst them, and they are now receiving 58s. 6d. weekly, in spite of the fact that their step-father, who has a withered leg, is not doing anything at present, as the nature of the work upon which he was engaged caused the wound to re-open. Before this happened, he earned 17s. a week, so that their income would now have been £3 15s. 6d., and there is a boy not yet working. The present weekly income is made up by three girls at 16s. each, and one, the youngest, at 10s. 6d. When they arrived they had a loan of £8 7s. 11d., and they have repaid £3 7s. of this to date. They have a four-roomed house at 4s. 5d. per week and taxes, and, without exception, expressed themselves as delighted with their condition.

The other family is that of Mrs. Z. with two daughters, one of whom is only a half-timer. These people were formerly in a wretched little room in Liverpool, almost entirely devoid of furniture, and, as they had been told to leave and they had nowhere else to go, the manager took them more out of pity than anything else. A married daughter, who had obtained a separation from her husband, joined them later on with her two young children, and the combined earnings were 28s. 6d. a week, but, had they been more regular, they might have been making 5s. to 10s. a week more. The daughter M., who was earning 12s., came to Liverpool for a holiday whilst the mill was closed, and has sent word that she will not return unless she is to be put on "sides" (increasing her pay to 16s.) and that money must be sent to pay her fare. I asked the manager to obtain her Liverpool address, so that we might see her, and show her the folly of her conduct. Their rent is 2s. 10d. a week and taxes.

The general impression which I gathered is that in no case is the work laborious; that the workers appear healthy, and, in most cases, quite satisfied with their lot; that their surroundings are infinitely superior to those which they have left; and that their wage-earning capacity has been greatly increased. The only cases of failure are those in which there is intemperance or shiftlessness on the part of the workers themselves—usually the mother—and this probably accounts for the condition in which we found them in Liverpool.

2, Exchange Street East, Liverpool.

September 19th, 1907.

APPENDIX No. III. (I).

Handed in by Mr. W. Grisewood, Liverpool. (Q. 37295.)

STATEMENT SHOWING THE INCOME AND EXPENDITURE OF 20 OF THE PRINCIPAL LIVERPOOL MEDICAL CHARITIES FOR THE 10 YEARS FROM 1896 TO 1905 INCLUSIVE.

INCOME.							EXPENDITURE.				Remarks.
Year.	Subscriptions.	Donations.	Legacies.	Interest on Investments.	Payments by Patients.	Earnings.	Total Income.	Capital.	Maintenance.	Total Expenditure.	
1896.	17,467	43,386		12,882		18,368	92,103	(a)	74,697	74,697	(a) Some Capital Expenditure probably included in Maintenance in these years.
1897.	17,621	29,787		12,717		18,089	78,214	(a)	74,637	74,637	
1898.	17,343	21,714	3,623	13,327		18,280	74,287	(a)	77,071	77,071	
1899.	17,917	23,095	5,788	12,993	8,908	9,250	77,951	4,836	76,884	81,720	
1900.	17,404	24,982	1,996	14,225	8,953	7,884	75,444	5,155	81,562	86,717	<i>Note.</i> The Capital Expenditure does not include Special Building Funds.
1901.	18,239	36,587	14,375	13,566	10,091	8,525	101,383	751	85,836	86,587	
1902.	19,645	34,390	16,994	14,065	12,284	9,169	106,547	614	91,285	91,899	
1903.	20,487	28,996	5,988	15,554	12,863	8,726	92,614	1,399	91,795	93,194	
1904.	20,994	31,007	3,765	15,855	13,171	9,614	94,406	3,066	95,058	98,124	
1905.	21,961	38,287	2,623	16,434	13,270	9,527	102,102	1,567	93,274	94,841	

Note by Witness.

It will be observed that the income shows considerable fluctuation, owing to the receipt from time to time of large legacies and donations. The expenditure on maintenance affords the best index of advancing outlay.

W. GRISEWOOD, *Secretary.*

APPENDIX III. (J.).

Handed in by Mr. W. Grisewood, Liverpool. (Q. 37105 (26).)

EXTRACTS FROM LECTURE ON THE RELIEF OF THE POOR IN GERMANY, BY W. GRISEWOOD, SECRETARY OF THE LIVERPOOL CENTRAL RELIEF AND CHARITY ORGANISATION SOCIETY.

Germany, perhaps more than any other country, is the home of charitable and social experiment, the state or municipal authorities undertaking the relief of the indigent, the care and treatment of the sick, the provision of employment in the form of labour colonies for those out of work, relief stations and travellers' homes to enable the unemployed to go from place to place in search of work, and compulsory insurance arrangements to meet sickness, old age, death or unemployment.

It would be a mistake to suppose that this remarkable care of so many classes of dependent persons is due to any excess of benevolence as a national characteristic. It is entered on in the most business-like spirit, and pursued with scientific method, and steers a middle course between the Scylla of impulsive philanthropy and the Charybdis of economic crochet.

The essential principle of the Elberfeld system is the thorough treatment of each case of need, with the object not only of mitigating suffering, but also of devising some means by which the dependent may be restored to self-support, and the enlistment of a body of almoners or visitors sufficiently large to enable the necessary discrimination to be applied, and a sufficient oversight kept of each dependent person.

In Elberfeld itself, which is a manufacturing town of 163,000 inhabitants, there are in the present year (1905) 585 voluntary almoners, each of whom is supposed to have not more than two dependent cases in hand at any one time.

It will help us to see how the good people of Elberfeld were led to the present arrangement if we study a little the experiments they made. Up to 1800, the relief of the poor was chiefly in the hands of the churches, a private

charity existed but was badly administered, and there was a great amount of street and house begging, which was practically unchecked. The results were so bad, that in the year named, six citizens were appointed to raise voluntary contributions for the poor and to administer relief. By the next year it was found necessary to increase the number to twelve. These men took steps to set the able-bodied amongst their applicants to work—a very rational proceeding—and registered and classified their clients. The duties, however, being still too onerous, voluntary almoners were introduced, the town was divided into eight districts, and four almoners with an overseer or chairman were delegated to each district. The number of cases to each almoner was not to exceed twelve. The population which in 1802 numbered 12,000, by 1841 had reached 40,000, and the almoners had each forty to fifty cases in his charge. The number of almoners was then increased from thirty-two to sixty-two, the work was subdivided, and the investigation of the cases was separated from the giving of relief.

In the year 1843, a still more important change was made, the poor funds being raised by taxation instead of from voluntary gifts.

The sufferings of the poor at this time were aggravated by a failure of crops, depression of trade and want of work, and an epidemic of cholera, and their numbers increased beyond the power of the arrangements then in existence to cope with, so that it became impossible to secure volunteers to perform such arduous duties as fell to the almoners. Now the town council took a backward step.

It was considered that the substitution of a poor rate for voluntary charity had killed benevolence on one hand, and self-respect and gratitude on the other; and in 1850

APPENDIX III (J.)—*continued*.

Handed in by Mr. W. Grisewood, Liverpool. (Q. 37105 (26).)

the religious bodies were asked to again undertake the relief of the poor.

This however, failed, and in 1853 the present system was introduced, by which the investigation and relief of the poor is committed to a body of volunteers sufficiently large to ensure that the duties can be thoroughly carried out without undue burden, and the whole administration is brought into a system by which the best results are sought for and attained.

It is said that the plan was introduced by Daniel von der Heydt after a study of Jethro's advice to Moses, and it is possible that, as on that occasion, the principal object in view was the subdivision of the work, so as to secure efficiency, but the results reached much further than this, for it was the means of bringing the poor and helpless classes into direct contact with those with larger experience and better training for the duties of life. It secured a body of intelligent, sympathetic and well-trained men, eager to give assistance to their poorer brethren struggling in poverty, and sufficiently numerous to be capable of meeting any manifestation of distress on a large scale that might arise.

Before examining the system in detail, it may be well to say that the general Poor Law, like our own, requires that all Germans in need of relief shall be granted absolute necessities in the place in which they fall into distress, the charge being ultimately borne by their place of settlement, or, if without a settlement, by the district poor union. There is, however, no central controlling body similar to our Local Government Board. It is left to each town or district to provide for its own poor under regulations decided upon by the local authority charged with that duty.

Under the law of 1870 relating to relief domicile, which enables every German to freely move about from town to town, he gains his settlement and becomes chargeable for relief after two years continuous and independent residence but he cannot claim assistance as a right.

In conformity with the general law, the municipality of Elberfeld have formulated a body of regulations for the relief of their poor, from which we abstract the following:—

ELBERFELD POOR LAW REGULATIONS.

General Regulations—Relating to Relief.

"The indigent who are unable to work may receive assistance from the municipal poor fund, provided that others are not found who are lawfully compelled and able to assist, and also that such assistance is not being received from private charity.

"The indigent but able-bodied poor person, upon proving that he has endeavoured honestly, but without success, to obtain work and wages, may be relieved temporarily until he obtains a sufficient income, provided that others are not found who are lawfully compelled and able to assist, or that private charity does not supply his need. He is compelled to execute to the best of his strength and ability any work found for him.

"Single persons and heads of families whose income is sufficient to provide the absolute necessities, are not to be treated as needy.

"The cash grant needed for providing the absolute necessities for food, clothes, rent, and house utensils, can as a rule be measured by the following (the highest scale), viz. :—

	s.	d.
	3	0 for the head of the family.
	2	6 for wife living with her husband.
	3	0 for child over fourteen years of age and upwards that works and earns.
1	2	3 for child over fourteen years of age and upwards not working.
	2	0 for child ten to fourteen years.
	1	7 for child five to ten years.
	1	5 for child one to five years.
	1	0 for child under one year.
16	9	for above-named family.
3	6	for a single person who lives alone.

"The granting of relief to the absolutely destitute poor, or those whose income is insufficient, is carried out either by outdoor relief being given to the poor in their own houses through grants in cash, soup, clothing, bedding, absolutely necessary household utensils, medical relief, medicine, and free burial, or indoor relief by removal to one of the town's poorhouses.

General Regulations—Management.

"For the management of the relief of the poor of the town of Elberfeld, a deputation, which may be designated the municipal Poor Law administration, has been created in accordance with the instructions to the towns in the Rhine province of May, 1856.

"The Poor Law administration consists, apart from the chairman, of four town councillors and four citizens who have a vote, and who are chosen by the town council for a period of three years.

"The chairman is the mayor, or, as his deputy, a councillor or a member of the Poor Law administration, appointed by the town council, with the approval of the mayor.

"One city councillor and one citizen retire annually, and in the third year, two city councillors and two citizens, first by lot, and afterwards in order of service. They are eligible for re-election.

"The Poor Law administration has the responsibility of caring for all such needy poor as have a lawful claim upon the rates of the town. These are cared for by outdoor district overseers and almoners, the number of whom can, as becomes necessary, be altered by the town council. The indoor poor are managed by the respective sub-committees. These are also appointed by the town council.

"The indoor institutions are the poorhouse, orphan house, home for deserted children, hospital and lunatic asylum, infectious hospital, and home for homeless.

"Under the law, service as an overseer or almoner is compulsory.

"The members of the Poor Law administration, the district overseers, the almoners, and the members of the sub-committees for the indoor poor, are all inducted to their offices by the chairman of the Poor Law administration, binding themselves by grasping the hand to faithfully observe their instructions.

"The district overseers are chosen for a term of three years, and the deputy district overseer, chosen from the almoners for one year, on the nomination of the Poor Law administration, which requires the confirmation of the town council. They retire by rotation, and are eligible for re-election.

"Each almoner has charge of a section consisting of a certain number of houses, and each overseer has the oversight of fourteen sections.

"The almoners of every district meet regularly, at least every fortnight, in committee, under the chairmanship of the overseer or his deputy.

"Every application for relief from the town fund must be made to the almoner of the section in which the applicant resides.

"The almoner has then at once, through careful personal examination, to obtain knowledge of the position of the applicant. Should he become convinced that the case is one of lawful claim on poor relief, and should he find further that the need is so pressing that immediate assistance cannot be deferred, he has the power to give assistance at once at his own discretion.

"Such relief, however, can be granted in exceptional cases only, and in very small allowances. In all other cases the almoner must report the case to the district committee, and make his recommendation. The same applies also to the urgent cases in which temporary relief has been given.

"The district committee decides, by vote, applications for relief as mentioned in the foregoing paragraph, and the almoners must carry out their decision. The chairman has a vote and a casting vote. He has also the power to defer the decisions of the district committees, and bring them under the judgment of the administration.

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"The ground upon which poor relief rests, and the extent to which it may be granted, are settled in instructions drawn up by the Poor Law administration, and sanctioned by the town council.

"The Poor Law administration keep themselves informed of the work in hand from the district committee books, which are sent to them immediately after every meeting. They have power to cancel or reverse any decision if they have ascertained that the circumstances of the case are otherwise than represented, or the decision is contrary to the regulations. The whole of the district overseers are invited to the regular meetings of the Poor Law administration. At these meetings the district overseers give short reports of the condition of the poor in their respective districts. They also submit the decisions of the district committees for approval. They submit applications which have reached them, but which do not come under the district committee's prerogative.

"The cash grants required for the district committees are paid to the overseers at the fortnightly meetings of the Poor Law administration. Relief in kind, clothing, or other articles are supplied, and given out from the town poorhouse. The district overseer pays over to each almoner at the district meeting such cash and orders as have been granted for the poor of his respective section, and the almoner has to account to his overseer for the proper disposal of the money and orders entrusted to him. The overseer in turn is responsible for these to the Poor Law administration."

We have thought it well to give these instructions in detail, as being the results of half a century of practical experience. It would often save us from stumbling if we were content to accept the guidance of those who have travelled the way before us.

While the almoners perform all the ordinary relief work, there is a small official staff at the head office which undertakes the purely routine business matter.

In every case, on receiving an application, the almoner, in addition to making his own enquiries, sends the applicant to the head office, where a complete account is taken down including the names of relatives who are legally bound to support the applicant, the place of his settlement, and particulars of all his children. The result of this investigation is communicated in writing to the district overseer.

The central administrative body has, amongst other duties, the following :—To inquire into the position of the poorer classes of the population, and to ascertain the cause of their pauperism ; to take steps to avoid such pauperism by serviceable arrangements, or to bring such matters under the notice of the municipality ; to make up the annual budget for the whole of the Poor Law department, and to present it for sanction to the municipal Council ; to see that the poor relief, as per budget, is properly spent, and that any resolutions of the council are properly carried out ; to examine the annual statement of accounts, receipts, and payments, and prepare annual report at the close of each year. The meetings are held fortnightly, and my late colleague, Mr. A. F. Hanewinkel, and I had the privilege of attending one of these meetings. In addition to the administrative body, there were present thirty-two out of the thirty-seven district overseers, and of the five absentees two sent deputies. The business commenced by the president reading out the amounts given in relief in each district during the past fortnight, the vice-president adding, from the reports supplied to him beforehand, particulars of all the grants and other assistance given over and above the ordinary relief as per scale. There was, for instance, a case in which a blanket and sheet had been granted ; another in which a water bed costing 30s. was granted to a sick man, who, the overseer rose and explained, was "a brave man, who had suffered long illness." In several cases patients had been sent to the city hospitals, the eye and ear infirmary, the orphan institution, and so on.* They then passed

on to consider the reports of the orphan council and the ladies' association. The latter undertakes certain duties referred to later on. This business disposed of, each of the overseers present was paid the amount estimated to be required for relief in his district for the next fortnight. The whole of this business was completed in twenty minutes. The overseers then retired.

The administrative body next went into the special cases referred for their consideration, with the help of the special reports that had been supplied to them in each case. Reports of the orphan house, the poorhouse and the number of cases sent to hospital followed. After applications for the appointment of a paid official had been discussed, they considered applications and recommendations for grants from various funds or charitable foundations under their control, but forming no part of the Poor Law funds proper. In one or two cases the payment of one-third arrears of rent was sanctioned in consideration of the landlords foregoing the other two-thirds. A grant of £3 was made to enable a man nearly blind to learn chair-seating ; 30s. was given to pay debt incurred through long sickness ; help was given to enable a man to leave Elberfeld, he having got work elsewhere—it was stated that he had never received charity before ; 20s. to 25s. was granted to pay rent in consequence of a man having been ill, and gone out of his mind ; and a grant was made to replace tools which had been sold. Considerable discussion took place over a recommendation by a district committee to supply a knitting machine at a cost of £17 10s. to a respectable, industrious woman, whose husband was an idle fellow who entirely neglected his family. It was reported that there was a machine in stock which could be put into condition for £2 10s., and it was decided to have this repaired, and to let her have it on loan.

Subsequently a district overseer was appointed from the almoners of the district, and applications were considered from three gentlemen to fill the vacancy in the staff of visitors thus caused : one, whose father had formerly served in connection with the Poor Law, being appointed. The entire meeting, from beginning to end, took one hour and five minutes.

In addition to the ordinary meetings of the administrative body, they meet fortnightly each of the district committees in turn, for the purpose of considering with them all the cases in hand in the district at that time. At this meeting there are present, in addition to the administrative body, the almoners of the district under revision, and the overseers of all the other districts. Reports of all the cases in hand are sent to the central office some days before the revision meeting is held. This periodical revision of each district serves two important purposes : (1) the central administrative body is enabled to judge of the way in which the work is being carried out ; and (2) uniformity of action is secured throughout the city.

What impressed us most, both from our own observation at the meeting we attended, and inquiries made from the various officials, was the thoroughness with which the work is done in every detail. As mentioned, each almoner is required to make full enquiry into all cases arising in his section, and embody the result in a written report ; another independent report is prepared from the applicant's statement at the central office, in which the question of settlement, relatives legally bound to contribute, and other legal points, are gone into. There is therefore every security that the full truth is elicited. The almoner, further, at least once a fortnight, in preparation for the meeting of his district committee, has to carefully revise his report, noting any change in the family's income or circumstances, and taking into consideration any grant or sick club, and invalid and old-age pension payment, and making sure that no bedding, furniture, clothing, etc., supplied by him have been parted with.

In order to enable the almoner to ascertain the earnings of a family, every recipient of relief receives a wages book, in which all employers have to enter daily the full amount of earnings, and are requested to notify in the remarks column any want of diligence or bad conduct, etc.

* It may be explained that the hospital which formerly belonged to the Poor Law authorities has been given up, and patients are now sent to the city hospitals, and paid for at the rate of 1s. 6d. per week for an adult, and 1s. 2½d. for a child. Private patients are received at the same hospitals at 3s. to 6s. per week. Every patient entering the hospitals must be paid for from some source.

APPENDIX III (J.)—*continued.**Handed in by Mr. W. Grisewood, Liverpool. (Q. 37105 (26).)*

In cases of sickness a doctor's certificate on a prescribed form, stating whether the man's illness is likely to be temporary or prolonged, and the cause, and whether he can do any or light work, must be procured, and countersigned by the almoner.

The overseer, who, in the printed instructions is termed the "connecting link" between the administrative body and the almoners, has his duties clearly stated. In addition to presiding fortnightly at the district meeting, he is called upon to visit the applicants for assistance, alone or accompanied by the almoner, as often as it appears necessary, so as to acquaint himself personally with the cases in hand and to form an independent judgment of the circumstances.

The instructions say "the offices of overseer and almoner belong to the most important honorary positions a citizen can hold. The worthy fulfilment of the various duties demands a large measure of active neighbourly love, and an earnest sense of justice; love to listen with benevolent heart and friendliness to the requests of the poor, and earnestness to refuse improper demands, so that by careful examination the measure of necessary help may be found, and the granting of assistance may not have the effect of inducing idleness and bad habits."

It is this particular care and attention to detail, or, as we have said, the thoroughness with which the work is done, that appears to us to be the sheet anchor of the system, and makes it possible to render help in cases which otherwise would have to be passed over.

It has been mentioned that notice is taken of relatives legally bound to contribute, and application is made to them for help according to a certain scale. This obligation is enforced to such an extent that in a year where the total expenditure was £26,366, the amount received from relatives and recipients themselves was £3,354, or nearly 13 per cent. In three English towns, Bradford, Blackburn, and Nottingham, the proportion of amount recovered to total expenditure varies from 3½ to 8 per cent.

From what has been said above it will be evident that in some cases relief may be given in supplementation of wages, a practice which we deprecate in England as likely to lead to depression of the rate of wages, and also as taking away the inducement to recipients to exert themselves to obtain work. We questioned the secretary of the administrative body closely on these points, but he assured us that, in his experience of over fifty years, he had seen no cause to think that the action of the Poor Law had produced any depression of wages, and, in reference to the latter point, the almoner followed the case up closely and especially made it his business to see that recipients of relief and their families earned as much as possible towards their own support. It must, however, be borne in mind that in Elberfeld they have, as a rule, no excess of labourers over the demand such as we frequently have in Liverpool.

It appeared that at the time of our visit there were but few able-bodied people unemployed in Elberfeld, so that the question of the treatment of such was not before them. We learned, however, that in past times, when it has been necessary to deal with a number of able-bodied men, they have given relief by way of work, employing them at road-making, etc. They also make use of workshops established by a clergyman in the neighbouring town of Barmen, originally for the purpose of giving a helping hand to discharged prisoners, but at present there seems little need for making use of that agency.

Under the Prussian Penal Law, imprisonment for six weeks or upwards may be awarded to persons who receive outdoor relief and refuse to execute, to the best of their ability, any work provided for them.

The duties of an almoner are very far reaching, including not only the investigation of applications for material assistance, but extending also to the protection and proper up-bringing of children, and even to the interests of orphan children, or of those whose parents re-marry, and where there is a danger of the family suffering financially in consequence.

It might be supposed that duties so onerous would not be willingly undertaken, and indeed the office, though unpaid, can be imposed by law, each eligible citizen being obliged under penalty to accept the office for three years if

nominated, but the Poor Law system of Elberfeld has attained such a position, and is so highly esteemed, not only in Germany, but in other countries, that it is deemed an honour to be connected with it, and, as we have mentioned, in the case of filling up a vacancy in one of the districts there were three candidates offering themselves for the office.

In the president's office there hangs an "honour board," on which the names of those who have served continuously for twenty-five years are recorded. These now number 120.

* * * * *

It would be difficult in a small compass to make a satisfactory comparison of the expenditure on relief in Germany and England. An exact comparison is indeed almost impossible, owing to the fact that while on the one hand the Poor Law Administration in Elberfeld is credited with interest on endowments, profits from official newspapers, and police fines, which go to reduce the poor's rate, on the other hand it bears the cost of a great deal in the way of aid to the poor which in England is borne by voluntary charity, such as the payment of rent, the purchase of tools or sewing machines, the payment of premiums for apprentices, and various preventive forms of relief, which the English Poor Law cannot touch. Keeping in view these differences, we find that in the year 1903 the poor's rate per head of the population in Elberfeld was 3s. 6d.—the average for the previous ten years being 3s. 3d. Taking three large towns in England, each over 220,000 population, we have a poor's rate of 3s. 7d. in Blackburn, 5s. in Bradford, and 6s. 6d. in Nottingham, per head of the population. Begging also is all but suppressed in Germany, while in our own country it entails a great waste of money, which appears in no audited account.

The principal gain, however, is in the better condition of the people, and the greater knowledge and control the community has of its dependent classes. Such demonstrations as those which have taken place in London and other large cities, where organised processions of the unemployed have paraded the street gathering alms, would be impossible under the German system. Those taking part would at once be referred to the Poor Law almoners, and by them would be dealt with individually, quietly, and thoroughly.

The chairman of the Altona Poor Law Administration, Herr J. D. Schutt, when asked if he thought the poor rates had been reduced through the Elberfeld system, replied as follows:—"Relief which is granted under minute consideration of the circumstances of each individual case, and in the most suitable form, must naturally always be the cheapest, and in this respect such a discriminating Poor Law system can work more than any other preventive system in the way of reducing the causes of poverty, provided that those citizens who are called upon to discharge their honourable function perform their duties loyally and conscientiously."

Although ladies have no part in the direct work of the Poor Law in Elberfeld, they perform important service in connection with that work. A ladies' association exists to enable the work of the almoners to be carried out more effectively in certain directions, each of the thirty-nine district committees having lady visitors, usually two in number, associated with it. The ladies manage nurseries for young children, prepare special food for the sick, send sick and weakly children to the country, inspect all children under four years of age who are placed out to nurse, and, what is still more striking, deal in certain cases with destitute wayfarers and tramps. The poorhouse is practically an asylum for the old and infirm, such of these, however, as are able to perform light work being expected to do so, the men being engaged in street sweeping, the women in winding yarn and other simple work.

The Elberfeld system has been introduced into other towns in Germany, with modifications suitable to local conditions and requirements. In Berlin the unpaid almoners are assisted by "town sergeants"; in Hamburg by "messengers"; in Bremen by "district superintendents," all salaried officers. This seems to indicate that in these towns at all events it was found difficult to raise the work of the unpaid almoner to the required efficiency.

APPENDIX III (J.)—*continued*.*Handed in by Mr. W. Grisewood, Liverpool. (Q. 37105 (26).)*

There are other special features of Poor Law or charitable work in different towns, of which we may mention the following:—

In Berlin, all charitable institutions are required by law to furnish any information required to the municipal authority. In this city, too, every person requiring extended relief from the poor funds is required to hand over to the authority his rights of succession to any property. Tramps are dealt with in a refuge for the homeless, and a vagrant shed. They are required to undertake to find work and home for themselves and their families within five days. If they fail in this, and cannot satisfy the authority that they have made every effort possible, they may be sent to prison or the house of correction, which is a modified prison. There is also in Berlin a large charity, the Society for the Prevention of Pauperism, with an extensive system of voluntary visitors.

Hamburg, as a rich city, is afflicted with over 400 charitable foundations, one of which has property valued at £200,000. Systematic Poor Law work has been greatly delayed there, but reform is, we understand, in progress.

Altona has the advantage, or otherwise, of a workhouse which is used as a test of destitution in the time-honoured English way.

Bremen has a workshop to enable men out of work to earn something towards their support, and to test those whose disposition to work is doubtful, and to place upon such some pressure to seek work outside.

The question is frequently asked how the drunken, idle and neglectful classes are dealt with, and on this point the late Elberfeld chairman, Mr. Ernst, may be quoted:—

“The Elberfeld Poor Law Organisation recognises two distinct classes of poor, viz.: those unable to work, and able-bodied poor; and for each class there are special regulations.

“I.—He who is from any cause unable to work receives Poor Law relief if he or someone on his behalf applies. They are those whom we have in our midst at all times, viz.: the bodily and mentally suffering, the aged, the weak, orphans, etc. They receive their alms as a sacred right.

“II.—The indigent but able-bodied poor, if he or someone on his behalf applies, may be relieved temporarily until he draws a sufficient income. He is compelled to execute any work found for him to the best of his ability. The latter class require a careful and thoughtful treatment. The granting of relief is certainly in many cases justifiable and unavoidable, but if nothing else is done it may lead the applicant to moral and social ruin. The only real, reliable, and practical relief is the provision of work, which is the old tried maxim always kept in view in the Elberfeld system. Not that we should leave the man ‘out of work’ inactive, and take upon ourselves all his troubles and the efforts needed to look up work and wages; it is only after he has clearly proved that he has himself made honestly every effort to obtain work, but without success, that the visitors step in, and then, as quickly as possible, endeavour to direct him to work. In ordinary times, when there is no scarcity of work, this object, as a rule, is soon reached. The visitor may be an employer himself, or some of his friends may be in a position to offer work. In any case the visitor must carefully watch that the applicant does not lose his anxiety to obtain work, or in other words, must not lose the impulse to improve his position by his own work.”

Answering an enquiry as to unsatisfactory able-bodied men, he said:—

“If we think that a man can find work and will not, we give him just the minimum of relief, so that he shall not starve. We trust that his wife and children will force him to look for work.”

Of course it must never be over-looked that the police assist greatly in the administration of the Poor Law in Germany. In fact, what we would call in England the most unsatisfactory characters are almost exclusively dealt with by that body.

Paragraph 361 of the Prussian Penal Law awards imprisonment of six weeks and upwards to such persons as (a) play, drink, or live in idleness, and so abandon themselves that they get into a condition to require assistance from other sources for themselves, or such as they are lawfully compelled to provide for; (b) receive outdoor relief, and refuse to execute to the best of their ability any work procured or provided for them; (c) have become houseless, and do not procure within a given time, fixed by the local police authority, another place of abode, or prove that they have done their utmost to procure same.

It is interesting to note the great care that is taken in the bringing up of children, the laws relating to neglected children being very strictly enforced. Such persons as are of bad character, and neglect to provide for their children are termed “morally dead,” and are considered unfit to have the care of their children. Such parents are sent to a house of correction, and the children, termed “deserted children,” are placed under guardians. There is a special law which provides that “Every destitute and neglected child must be under the care of the Poor Law,” this department of its work being overlooked by a body of gentlemen specially appointed, called the Orphan Council. The Poor Law administration may, when they find it necessary, apply to a court of justice, who will make an order for them to receive a child if it is shown that it stands in need of a guardian on the ground of parents’ neglect. If the court makes an order for the child to be handed to the custody of the Poor Law, the parents lose entire control. The Poor Law authority is, in such case, responsible for the education of the child, and has to look after any property that may fall to it up to the age of twenty-one years.

An account of the German relief systems would be incomplete without a reference to the relief stations, travellers’ homes and labour colonies now scattered over the country. The homes, 466 in number, with about 20,000 beds in all, are a philanthropic undertaking to secure decent lodging and fare for respectable workmen passing from place to place. Those who can pay do so, those who cannot pay perform in return a certain task of work at the relief stations. Of these stations there were 1,287, in 1896, supported by the public authorities. They enable the German workman who is travelling in search of work to obtain, in return for work, board and lodging in any town at which he may call, the authorities also giving him information of any work to be had in the neighbourhood. The labour colonies, supported partly by public funds, and partly by charitable contributions, are intended for the reception of men who have tramped about without being able to find work. They provide work principally in agriculture and allied industries. We have on two occasions visited the earliest and largest of these colonies, founded at Wilhelmsdorf in 1882, by Pastor von Bodelschwingh. There, men of various classes are received and provided with work. They include both those who have been merely unfortunate, and those who have lost work and character through intemperance and other causes, besides a considerable proportion who have been in prison for minor or serious offences. The spirit that pervades the management is an earnest desire to influence the men for good. The *regime* of the colony is strict, the hours of work long, but the fare is sufficient, and the colony must be a veritable harbour of refuge to most of these unfortunate men.

The system of labour registries has also developed extensively in Germany in various forms, including private registries, and those carried on by trades unions and employers, as well as various forms of public registries, latterly taking the form of municipal bureaux. In many instances, to ensure impartiality, the public registries are managed by a joint committee of employers and work-people. Arrangements are now being made to link up these registries into a national federation.

The question may now be considered in what way the Elberfeld system may be applied in this country.

It must be admitted that the conditions in Germany are favourable for attaining good results: the people are, as a whole, sober and thrifty, they readily respond to author-

APPENDIX III (J.)—continued.

Handed in by Mr. W. Grisewood, Liverpool. (Q. 37105 (26).)

ity, and the payments under the laws relating to sick, accident, and old-age insurance greatly mitigate the suffering from these causes. At the same time human nature is much the same everywhere, and the Elberfeld administration encounters a fair amount of its peculiarities and its weaknesses in their clients, so that the problem of pauperism there is not essentially different from what it is in this country.

In the first place the system may be applied to the Poor Law. The English Poor Law has many good points, and is far from being necessarily the instrument of demoralisation it is painted. It provides that in the last resort every person in a state of destitution shall be provided with food and shelter. In this it expresses the general christian sentiment, and one would be sorry to see a departure from this. The guardians may give relief outdoor or in the house, and this provides a ready means of classification. It requires that the able-bodied male poor shall, if relieved out of the workhouse, be set to work, and gives the guardians power, if considered desirable, to take land for the purpose. It gives power to guardians to expend money for the emigration of suitable persons. These are all useful provisions, though the latter are evidently only suitable for exceptional times.

Though many of the provisions of the English Poor Law are thus admirable, it fails in its operation to produce any uplifting effect on the poor, and the cause of this appears to be that, with a limited staff of relieving officers it is impossible to keep sufficient oversight of the persons receiving relief, and to direct the help given so as to be productive of permanent good. For the same reason, that is, the inadequacy of the staff, it is impossible to give the relief privately in the homes of the poor, and, consequently, they are assembled weekly at the pay table. It is here that a system of voluntary almoners, working under the instructions of the guardians, and in co-operation with the relieving officers, would be useful. Their function would be restricted to such matters as they could properly undertake in the relief of destitution and the removal of its causes, leaving the more technical questions of settlement and the removal of the insane, for instance, to the official staff.

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So much, then, with regard to the application of the system to the Poor Law. It may also be applied to the work of charity organisation and allied relief societies.

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APPENDIX No. IV. (A).

Handed in by Mr. W. Smith, Liverpool. (Q. 37399.)

FORM I.
No.

LIVERPOOL LABOUR BUREAU.

(Employee seeking work.)

Municipal Buildings, Dale Street.

Date _____ 190

Full Name.	
Full Address.	
How long resident in the City.	
Married or Single.	
Number of Children.	
Description of Employment required.	
Where last employed.	
How long out.	Age
Any remarks applicant may desire to make.	

APPENDIX No. V. (A.)

Handed in by the Rev. S. F. Collier, Manchester. (Q. 37540.)

HISTORY OF SPECIMEN CASES DEALT WITH AT MANCHESTER AND SALFORD MISSION.

(1) MEN.

E. L. came to us in delirium tremens, and we took him in. He ceased to drink. He was a daily paper reporter, but could not get any work because his character was gone. He worked at anything he could find. Finally he obtained a situation in a Manchester paper mill, and is doing good work. Three years' record.

B. C. was a drunkard when he came to us, and had lost everything. He was the son of a schoolmaster. We obtained a situation for him at 15s. a week, and he saved out of that £7 10s. in his first year, which he deposited in the Post Office Savings Bank. When the first Christmas came he took his widowed mother, who lived at Sheffield, a £5 note for a Christmas box. He is in the same situation at a higher salary to-day. Ten years' record.

F. B. came to us in a dilapidated condition, a drunkard whom no one would employ. He reformed while with us, and we found him a position as porter in a Manchester home trade house. He is there still. Three years' record.

J. W. was a drunkard. Came to us as a casual five years ago. He pulled himself together sufficiently to obtain and keep a good situation. Five years' record.

C. H., a drunken man who had left his wife and home. Came to us often as a casual. He has become sober, and earns a living as a reporter. Five years' record.

T. C. came to us as a casual, and worked a long time with us as such. He was separated from a good wife and children by drunkenness. After a long time he improved so much that we recommended him to outside work. He has been in the same situation twelve years, has again set up a home, and his wife and daughters are living happily together with him. Fifteen years' record.

W. L., a New Zealander by birth. Came to London from Canada with a considerable sum of money which he spent in drink and fast living. When quite destitute he stayed a few nights in a Salvation Army shelter, and then walked to Manchester. He had been two days and nights without food when he came to us. He was with us for twelve months, and rose in our esteem by his exemplary conduct. At the end of that time we sent him to Canada through the kindness of several friends, and the report we get of him from a lumber camp in the Far West is most encouraging. Two and a half years' record.

G. R. was a well-educated and capable young fellow, about 24 years of age. We observed this on his first application for relief and help. He had been a child of fortune after his parents' death, and on coming of age he handled a big sum of money. He had never worked, and his money slipped away in prodigal expenditure. He came to us destitute. He began work as though he liked it, and by persistent endeavour has risen to a good position, is held in high esteem, and has a good wife and happy home. Five years' record.

L. M. was a great drunkard, very often being in delirium tremens. We were very much tried with his breakings-out, and in despair several times suspended him from residence with us. His drunkenness brought him to prison. He eventually reformed, and returned to his business life as a mining surveyor. Twelve years' record.

P. F. was one of a family of four children whom we took away from a drunken and dissolute mother. They have grown up, and gone out into life as useful young people. This youth also turned out well, is now married, and a useful workman in a furniture repository. Fifteen years' record.

J. T. came to us as a casual, and worked at our labour bureau for a while. He was a drinker, but became sober, married, and began a business on his own account. Five years' record.

J. W. (second) came from Whitehaven. Unfortunate domestic life. After a long time he found work. Seeking reconciliation with his wife and children, they came to him here. The wife died. He married again, and has become a happy man, useful in the Church, a good citizen and workman. Eighteen years' record.

R. L. was a confirmed tramp, and given to much drink. He came to us at intervals for a number of years, and had tried almost every tramp ward in the country. He was a most capable man. He gave up the drink, and settled down to the little he could get in the way of work. Seven years' record.

W. J. was a drunkard when he came to us more than two years ago. He gave up the drink, we recommended him to a hospital as nightman, and he is still holding that situation. Two years' record.

F. V. came to us as a casual. Showed himself smart and industrious at our lowest kind of work, and developed into a capable and reliable man. He married, and is in a comfortable position as engineer. Three years' record.

R. H. was in a low condition when he came to us—not a drunkard, but a gambler. It was a long time before we could appear to benefit him. After about four years he procured a situation in a solicitor's office, and is still there. Ten years' record.

F. S. had been an officer's orderly, and had served five years in Parkhurst Prison for misdemeanour. When he came out he turned towards Manchester, and in destitution came to us. We found him temporary work at which he did well. After a time we used our influence to send him to Canada, where he is doing well. Two years' record.

T. C., a chemist with diplomas. Unfortunately he took to drink. His first start with us was in the chip yard. After that a travelling berth with a small salary and commission was found for him. He plodded on for some time, and became a thoroughly reformed man. Owing to his former life consumption has set in and his health is completely broken. Five years' record.

W. D., a south country man. Owing to bad habits left his wife and home in disgrace. He began with us at the lowest grade; to-day he is an industrious, sober man. Fourteen months' record.

F. C., an electrician. Came over from the States, but played the fool. Had spent all his savings, and was fast becoming a wreck when he got into our hands. After a period, during which time he did all sorts of jobs, he obtained a position in a firm of electricians which he has retained. Three years' record.

E. E. made application one morning to be allowed to come in and chop wood. His life had not been a model life by any means. There was sad need of reformation. He signed the pledge, became quite a reformed character, and got a situation as traveller, which he has since kept. Four years' record.

F. H. came to us from prison. Had been an hotel clerk, but through drinking habits he had got wrong. He made a great effort to reform, and at last a situation was found for him in his own particular line, which he has retained. Three years' record.

R. D. came to us a young fellow addicted to drink and out of work. We stood by him and found him a little casual work. He proved himself worthy of help, and has been in his present situation eighteen months. Eighteen months' record.

W. P., a grocer's assistant. Came to us three and a half years ago. He was penniless, and without a friend in the city. Drink and boon companions had been his downfall. He chopped chips in the chip yard for a time, and we got him a little work on one of the railways. Since then we have obtained him a permanent position in the kitchen of a city restaurant. Three years' record.

APPENDIX No. V. (A).—*continued.*

Handed in by the Rev. S. F. Collier, Manchester. (Q. 37540.)

G. B., a man of loose habits. Seemed at first to have very little desire to reform, but under our Home influence he came to a better state. We obtained a position for him in a city club. Six years' record.

S. B. came to us after two nights on the streets of Manchester. An unmarried man, he lived at home with brothers and sisters, but through dissolute habits came away from home. He is to-day a reformed character, and acts in the capacity of agent in advance. Four years' record.

W. B. first made our Home his place of lodgment for one night, and then applied to be taken in hand as a casual. He came from a good home, but looked a most disreputable, forlorn man. Drink and gambling had played havoc with his life. After some months we obtained him a situation which he has since held. Five years' record.

A. H., a grocer. Had been in business for himself, and had owned five shops. Owing to drink and neglecting his customers he lost all, and came to us in dire need. We gave him a helping hand, and he gave up the drink. A situation was found for him, and he has since proved himself a credit to his employers. Two years' record.

W. H. came to us with a bad character from Warwick Gaol. He had suffered twelve terms of imprisonment. He has proved worthy of help, and has worked nobly and well for four years. Four years' record.

A. I. was the scapegrace of the family, and was in a deplorable condition when he came and asked for our help. For a long time we gave him casual work, but at one of our meetings he made resolves to reform, which he carried out. A situation was found for him as inspector to a firm of advertisers. He has done justice to his position. Three years' record.

E. B., the son of a Birkenhead man. Left home entirely on account of his habit of drinking. He came to us on and off for about two years, looking, if possible, more abject each time. At last a desire for reform took hold of him. We helped him. A situation was found for him, and for twelve months he has proved worthy of our confidence. Twelve months' record.

H. S. was a drunkard and gambler of the worst type. He signed the pledge against both drink and gambling, and at last we were able to recommend him to a situation. For thirteen months he has done well.

D. M. came to us three years ago. Was a very discouraging case to deal with. Drink seemed to have such a fascination for him, but after a time the power of the habit was broken, and now for two years he has held a situation and kept his pledge. Two years' record.

H. M. came to us four and a half years ago as a casual. He faced the work given him to do. His wife had gone to an early grave, largely through his neglect of her. He was an inveterate gambler, and almost as often drunk as sober. It was hard at first to do anything with him, but he gradually softened towards us, and after many a struggle he overcame the craving for drink and lost the desire to gamble. He has been filling a situation in a solicitor's office as clerk with every satisfaction to his employers for the last two years. Two years' record.

E. W., a fitter by trade. Came to us four years ago. He had lost his position through drink, and had to commence at the bottom. He soon pulled himself round, and to-day he fills the same situation he formerly lost through drink. Three and a half years' record.

W. N., a clerk. Got dismissed from his situation for inattention to his work as the result of drinking. After a course of discipline a place of work was found for him. He is now doing well. Twelve months' record.

J. O. came to seek the shelter of our Home. He had been several nights without a bed. We took him, and then found drink had cursed his life. He did willingly any work we gave him, and there seemed an ardent desire

to do better. We helped him, and got him a situation in a restaurant as kitchen porter. This he has filled for twelve months.

H. S., a young fellow who had been chef on one of the Atlantic liners. He had missed his ship, was completely stranded, and then had got into bad company and formed loose habits. We helped him to regain his self-respect and self-control. After a period of nine months a situation was offered him in Montreal, which he has been filling now for twelve months. Twelve months' record.

J. S., sold up his home again and again. Disgraced his children after his wife's death, and finally forsook them. He was hiding in Manchester. An anonymous letter came to us and we found him. From the time of his entrance into our Home he gave up the drink, and became a thoughtful, God-fearing man. He now keeps in touch with his children, and in every way lives a consistent life. Four years' record.

W. B., abandoned his home, his wife and children, but for what cause we did not learn. He was reticent about his past career, and was content to do the most menial service. Almost without hope he laboured to improve himself in respectability and in character. We recommended him to a furniture merchant, and he stayed long enough to establish his character, to regain the confidence of his wife and children, and to rebuild his home. He afterwards left to start in business for himself, in which he is succeeding well. Nine years' record.

E. W. came to the Home from prison. He had fallen from a high position through fraudulency. He was friendless, but not hopeless, for he had made up his mind to regain his character, beginning with the most menial service. We recommended him to an employer, who year by year made his position financially better. In three years, by dint of industry in study in leisure hours, he passed exams. in languages and theory of music, and left us to become a language correspondent. Four years' record.

W. H. came to us six years ago. He was then only in his teens, and had given way to drink. He signed the pledge and pulled himself together. He secured a situation as waggon examiner on the Great Central line, and remains a trusted servant. Six years' record.

C. R. was out of work, destitute and friendless. After months of waiting and working as a casual we recommended him as storekeeper. He secured the situation, and by industry gained the good opinion of all. He married, and is now a good citizen. Fifteen years' record.

J. C. came to us from the lowest depths of need, and soon showed a disposition to rise. We helped him into casual work in our Home, and through industry and honesty he became a foreman among our men. He married, settled down, and has a very good position under his firm. Sixteen years' record.

C. S. gave way to drink, and had lost by intemperance and inattention two hotels of which he was owner. For a long time after he came to us he was not quite steady, but he is now a total abstainer and a true Christian. Five years' record.

W. H. N. came under our care at the request of his brother-in-law, a minister. He was separated from his wife through abandoned drunkenness. He has been steady for four years, and is reconciled to his wife and children, to whom he writes and regularly sends half his wages. Four years' record.

C. S. was a careless, reckless, helpless young fellow when he came in at our "Open Door." He had come from the States in a cattle boat, and his story of flight from his grandfather because he wanted him to be a Christian was very interesting. We got him kitchen work in a club. He became a Christian, and after nearly three years returned to his grandfather in the States.

APPENDIX No. V. (A.)—continued.

Handed in by the Rev. S. F. Collier, Manchester. (Q. 37540.)

From there he writes us occasionally letters of gratitude and thanks for our help and training. Four years' record.

A. T. was quite destitute when he came to us. He had left the Army at the time of the Mutiny of the Guards, had spent his bounty money in search for work, and last of all tried Manchester. He began to work in our labour department, and we recommended him to other employment. He married and settled down to active business life, and is now a useful citizen and member of the Presbyterian Church. Fifteen years' record.

J. W., a Stock Exchange assistant. He had given way to drink. His home was broken up, and his wife and daughter in apartments in Liverpool. He drifted to Manchester and entered our Refuge. After two years of rising and falling he became a sober, godly man and procured a permanent situation in another town. His wife joined him there. Fifteen years' record.

T. D. came to us friendless and hopeless, loose in morals and careless of life and character. He became sober, industrious and honest, and is a trusted officer in a Manchester workhouse. Ten years' record.

G. F. had not a friend in the world when he came to our Shelter. He was a man of fine build, and not vicious; hopeless about himself. After a prolonged stay with us his hope revived, he became a trusted officer in the workhouse, and ultimately married a nurse. They hold the positions of porter and porters. Ten years' record.

G. B. was fond of drink, and loose in his habits when he came to us. He was in and out in a casual way for two years, and then he gave up the drink and we found him a situation which he still holds. Twelve years' record.

T. S. came to us from the lowest depths as a very heavy drinker, and under our care became sober. We found him work, and he still remains in the same situation. Twelve years' record.

H. L., a confirmed drunkard. A schoolmaster by profession, he worked in our labour home for a while and became a sober man. He was sent to work at a Manchester club, and still remains there. Two years' record.

(2) WOMEN.

S. T. entered the Refuge over twelve months ago; a married woman; husband a drunkard; left her four years after they were married. Has two sons aged 17 and 15. They live with their uncle near Carlisle. S. had been a great drunkard for over fifteen years. Being a clever cook has had good situations, but could not keep them through drink. When she came to us was a most dejected-looking woman. After being in the Home some time (having given herself to God) she went back to a former mistress, and begged her to give her another trial. She has not touched drink for nearly twelve months. Has joined the Church, and is in every way proving herself a good Christian. Her mistress, an Anglican, says in future she will be greatly in sympathy with our work.

K. Q. was sent to us from Rotherham by a police court missionary. Had been drinking for some time and also on the streets. Got into the hands of the police. Was a low woman. Stayed in the Home for several months. We got her a situation, and she has been there over two years. Her mistress says she is one of the best servants she has ever had.

L. S. came to us four years ago. Was brought up in a very respectable home in Staffordshire. Got a situation in Manchester. A few months after some gay girls got hold of her; went from bad to worse. A lady interested in her induced her to come to us. When she left us we got her a situation and she kept it two and a half years and then left to be married.

L. C. came to us nearly five years ago. She was a staunch Catholic. Her mother died when she was quite a child. Her father put her and her sister into a convent school. When she was 1½ she left, got work in a ware-

house and worked there some few years. Was mixed up with a young man who got her into trouble. Her relatives cast her off altogether, and would do nothing for her. Her landlady sent her to us and begged us to help her. She has only had three situations since she left us. Each mistress has given her a splendid character. She is connected with the Church and is a good Christian girl.

G. F. came to us five years ago—then a girl of 15. Sent from a night shelter in Liverpool. Her mother died in New York. There was only her stepfather left. He came to England with her. Evidently wanted to get rid of her; put her in the waiting-room at Lime Street and never returned. The police took her to the shelter, and a few days after she was passed on to us. Nothing has been heard of the stepfather. She has done splendidly in her situations, and is working well in the mission.

J. L., aged 18. Was sent to us by the police court missionary from Huddersfield. Was a mill girl and had got mixed up with a bad set of people. With others got into the hands of the police. She came to us in shawl and clogs. Is now a servant, and has done well for over three years.

A. T., a girl of 20, came to us one Sunday morning five years ago. Had been living a loose life for nearly three years. Had been out all night. The snow lay very thick. She knelt in the snow and asked God to direct her to some place where she could go for help, and have the chance of starting life afresh. Soon after she met a policeman, and he brought her to us. When she was fit for it we got her a situation. In time she wrote to an uncle in Canada and told him she was a different girl. He sent her fare and she went out to him. Her record is still good.

L. A. came to the Home four years ago. She had left friends in Liverpool and got into bad company. Was in the Home nine months and did well. Went out to a situation. After remaining eighteen months she went out to Canada and is now happily married. Before leaving England was reconciled to her people.

M. B. came to us from the prison gate. Had served fourteen days for hawking without a licence. Had been living with a man for eight years though she was not married to him. Their lives cursed by drink. Got a few things and started hawking. A policeman brought her to us. She stayed in the shelter four months, then some friends in a distant town got her a situation. Record good.

S. T. came to us from the workhouse. She had given birth to a child, but it died before she left. Had neither friends nor clothing with which to go to a situation. She stayed in the Home for a time; a situation was found and she has been there over two years.

M. S. was sent to us by a police court missionary from Wakefield. Had been pilfering. Her mother asked the magistrates to have her sent away to a home for a time. Was with us twelve months, and then returned home. Has done well for twelve months.

F. M., aged 18, came to us two and a half years ago. Had been doing day work for some time. Could not earn sufficient to pay lodgings, and without friends to help. She stayed with us a few months, and is now in a situation we secured for her. Good record.

M. J. was in the refuge over four years ago. Had been drinking for many years, and could not keep a situation. After being with us for a time we found her a situation. She has kept it for three years.

G. P. came to us three and a half years ago from Withington Union Hospital. She had run away from her home in Stoke-on-Trent six years before, and had never let them know where she was. When she had been with us a few months we persuaded her to write home. The mother came to Manchester to see her the day she received

APPENDIX No. V. (A.)—*continued.**Handed in by the Rev. S. F. Collier, Manchester. (Q. 37540.)*

the letter. She was in a situation after leaving us, and was married a short time ago. Good record.

S. B. came to the Home nearly four years ago. Had been drinking and living a strange life for several years. Came to us of her own accord. Walked 6 miles to get here, and asked us to keep her for twelve months or more as she wished to be a different woman. Had worked in a mill nearly all her life, but desired to go into service when fit. Has done splendidly since she left the Home nearly two and a half years ago.

L. W. was sent to us by the police court missionary from Huddersfield; a young married woman of quite a notorious character. Was before the magistrates for being drunk and disorderly. Stayed in the Home a few months and then returned to her husband. The missionary said eight months after she was doing well, and had quite a comfortable home.

F. T. came from Bolton; had worked in a mill for several years. Her parents were dead; she and her sister were brought up by a grandmother. Kept straight until nineteen years of age. Ruined by the dancing saloon; caused her friends a great deal of trouble. Was persuaded to come to us and get right away from her associates. We had her in the Home some time, and she has since been in situations. Was at one place two years, and has done well.

B. P. came to Manchester from Bradford to seek work and get away from her husband. Both of them had been drinking heavily and lived a miserable life. Her husband went off with another woman. She stayed in the Home six months. Has been out in service eight months and has not touched the drink.

B. R. came to Manchester to a registry office. They got her a situation at a very low public house. She ran away late one night. A policeman sent her to us. She was without money and had no friends nearer than Wolverhampton. Was in two situations after she left us, and then went back home. We have had most encouraging letters from her.

M. J. came to us from Salford Union. Had given birth to a child, but it had died. Was utterly destitute—felt she had lost her character—dared not write to her only friend, an aunt, who had looked after her for many years. Her parents died when she was a girl. Someone directed her to us. She stayed in the Home for a time, and then we found her a situation. Finally her aunt sent for her to go to Carlisle to a situation near her. Good record.

L. P., aged 16. Was sent to us by a minister. Was constantly running away from home and staying out at night; considered unmanageable. After being with us for a time she took a situation and kept it for two and a half years. Left to be married.

M. K., an orphan. Has two sisters, but they would do nothing for her. When nineteen gave birth to a child in the workhouse. It died while she was there. Came to us quite destitute. We kept her for a time, and then found her a situation which she retained for three years. She is now an assistant in a coffee tavern. Good record.

M. S. was a great drunkard. Had situations in very good families, but lost them through drink. Had been in a home before, but would not stop. Came to us nearly two years ago. Has been in her situation eight months. Is keeping steady, and doing well.

E. H. came to us five years ago. Was nineteen years of age. She was the daughter of a farmer on the outskirts of Leicester. They were in a good position. She ran away from home three times and each time was found in an immoral house. Was despised by all her people. She was sent to us, and for some time was almost unmanageable. We kept her for twelve months and then got her a situation. Three years after she married. Calls to see us whenever she is in Manchester. Good record.

M. H. was brought to us by a policeman five years ago off the street. Her stepmother and father were very cruel

to her. She worked in a café kitchen when she was fifteen years old, then had to go home and do the work. Often up to midnight. Her mother was kicking her when the policeman saw her. Is now in a situation and doing well.

L. O., 29 years of age. Admitted into our Refuge in April, 1897. Had been a constant source of trouble to her widowed mother. Had given birth to two illegitimate children, both of whom died. Was continually giving way to fits of hysteria. The mother in despair sought our help. *L.* was taken into the Refuge for a few months. Has been in three situations, for nine months, four years, and four years respectively, and is still in the last named. She has never given any further trouble. Nine years' record.

M. H., 24 years of age. Was sent by some friends from Oldham, and taken into our Maternity Home, where she stayed three months, and then returned to her former situation. Entered April, 1905, and left in July, 1905. We hear regularly good accounts of her. Two years' record.

R. E., 35 years of age. Came to us from a low lodging-house in Angel Meadow, April, 1899. Stayed in the Refuge some time. Was then sent to a situation. Has remained in the same place, and comes to see us from time to time. Seven years' record.

M. F., aged 21. Sent by a lady from Yorkshire. Entered our Maternity Hospital April, 1905. Stayed for three months, and was sent back to her old situation. Is doing well, and writes to us regularly. Two years' record.

A. J., aged 49. Came from one of the unions in North Wales. Entered the Refuge July, 1897. Remained with us a few months; was sent to a situation as children's nurse, and is still in the same family doing well. She had been in the habit of giving way to drink, but has not touched it for the last nine years. Nine years' record.

J. D., aged 15. Entered the Training Home, February 3rd, 1895. Remained with us for four years, and was then sent to a situation which she has kept ever since, and is doing well. *J.* was wilful, disobedient, and unruly when she came to the Home, but is now a good Christian woman. Eight years' record.

H. H., aged 17. Came to us from relations in Manchester. Her mother had recently died, and her father was in the workhouse hospital incurable. She had been working in a mill, but was both lazy, dirty, and slightly dishonest. She entered our Training Home in October, 1900; remained with us nearly four years, and was sent to a situation in which she is doing well. Three years' record.

B. C., aged 25. Came to Manchester from Dewsbury August, 1904, in trouble. Was directed to the hall, taken into the Refuge, and passed on to the Maternity Hospital. She afterwards returned to her former situation, where she had been for nearly five years. The child was adopted by friends. Two and a half years' record.

M. D., aged 18. Came from a situation near Manchester in May, 1904. Was taken into the Refuge and passed on to the Maternity Hospital, where she stayed nearly three months. A home was found for her child, and *M.* went back to her former mistress. She is still with her, and comes in from time to time. Two and a half years' record.

M. B., aged 32. Came to the Refuge in January, 1896. Parted from her husband through drink. After she had been in the Home a short time she was arrested for theft and sentenced to prison for six weeks. After her release she returned to the Refuge. Was under our care over twelve months. She then took a situation for a few months. During this time we found her husband. At first he was very hard and refused to have anything to do with his wife, but finally he relented and took her back again. They have lived happily together for the past nine years, and *M.* is now a sober, respectable woman. Nine years' record.

APPENDIX No. V. (A).—*continued.**Handed in by the Rev. S. F. Collier, Manchester. (Q. 37540.)*

J. J., aged 29. Deserted by her husband in London. She came to Manchester to seek for one of her sisters, and found her too poor to give the help she needed. We took her into our Maternity Hospital in September, 1904. She stayed five weeks, and we afterwards found her a situation, the child being put out to nurse. She has supported herself and child entirely out of her earnings, and is to-day doing well. Two and a half years' record.

R. S., received into the Training Home at the age of 14. No parents or relations living. Was lazy, disobedient, and untruthful, and for a long time showed no signs of improvement. She was very slow to learn, and we were not able to send her to a situation until she was 18. Has been in service for nearly four years, and is doing nicely. Four years' record.

B. K., aged 18. Came to Manchester from Belfast in March, 1899, quite destitute. We received her into our Refuge, and after a short time sent her to a situation. She remained there twelve months, and has kept steady and respectable. Seven years' record.

A. S., aged 15. Orphan. Had lived with a married brother previous to entering our Training Home. Being quite unmanageable at home her brother brought her to us in July, 1900. We kept her for two years, and since leaving us she has been in service. She had a hard struggle, but is now doing well. Five years' record.

C. H., 24 years of age. Slept in the casual ward the night before she came to our Refuge, October, 1897. She was an orphan and quite destitute. We kept her for five months, and then found her a situation a few miles out of Manchester. She remained in the same family for a number of years, and the last time she called told us of her approaching marriage. Her mistress gave her an excellent character. Nine years' record.

N. R., aged 18. An orphan. Brought to our Training Home by her grandfather in February, 1899. She had been untruthful and dishonest. We kept her for two and a half years, and she then returned to her friends. She has not given any further trouble, and is at present doing well. Six years' record.

L. N., aged 19. An orphan. Had been working in the mills. Entered our Maternity Hospital November, 1904. She afterwards returned to the mill and has led a steady, respectable life up to the present. Two and a half years' record.

F. R., 18 years of age. Was brought to the Refuge from Blackburn in December, 1904. She had been living in Scotland for a year, where she got into trouble through a young man to whom she was engaged to be married. She was passed on to our Maternity Hospital, and afterwards placed in a situation. She remained for a few months and then returned to Scotland. Now married to her child's father. Three years' record.

E. D., aged 19. Came to the Refuge in 1901 from her parents in Shropshire. She had been unable to keep a situation owing to untruthfulness, and was subject to fits of hysteria. Our matron had considerable difficulty in managing her, but after a few months she was sent to a situation, and through keeping in constant touch with her she has become a steady, reliable young woman. Five years' record.

B. L., aged 20. No parents. Was sent by relatives to our Maternity Hospital, April, 1904, and was afterwards received into our Refuge for a few months. She was very slow and dull, but after six months' training she improved, and we found her a situation with a mistress who took an interest in her. She remained for nearly two years and then left to take a place where she could obtain better wages. She is still doing well. Two and a half years' record.

F. P., aged 14. An orphan. Entered our Training Home in 1899 with a character for untruthfulness and indolence. We kept her for two years, and then found her a situation. She has been in three different situations, and has done well. Six years' record.

M. B., aged 19. Was sent from Bristol. Had got into bad company, and was obliged to leave her employment. Was very deceitful. She entered our Refuge in July, 1900; stayed a few months, and then took a situation in a restaurant. She stayed nearly two years, and then joined a respectable young woman in a small house. Together they went to office cleaning. Has kept steady for over six years. Six years' record.

E. R., aged 32. Separated from her husband through no fault of her own. She went back to service, and for five years had led a respectable life, but became acquainted with a man who led her astray. She entered our Maternity Hospital in December, 1904, and afterwards returned to the situation where she had lived for two years. She is still in the same house, and is trying to live a respectable life. Two years' record.

L. T., aged 15. Her mother had been in the Refuge in 1900. Drink had made the mother a complete wreck and she begged that we would save her daughter from the same fate. *L.* was one of five illegitimate children, and had never known what it was to have proper food or a decent home. We cared for her, and then sent her to a friend of the Mission to be trained in household duties. She remained for nearly four years, and then left to take a better situation. She is now happily married to a steady young man. Seven years' record.

G. S., young woman sent from Stockton-on-Tees. Dissolute. Fallen. Received into the women's Refuge. Remained in the Home afterwards for some months. Reformed. Married. Has a good home. Five years' good record.

APPENDIX No. VI. (A.)

Handed in by Dr. Niven, Medical Officer of Health, Manchester. (Q. 38380 (4).)

INFORMATION REGARDING HOSPITALS, DISPENSARIES, AND PROVIDENT ASSOCIATIONS.

PROVINCIAL URBAN CENTRES—MANCHESTER.

Number.	Questions.	Manchester Royal Infirmary.	Ancoats Hospitals.	Manchester Royal Eye Hospital, Oxford Road and 24, St. John's Street.
1	Annual Report - - - -	Herewith.	Herewith, 1904-5.	Herewith, 1905.
2	Annual number of old cases treated as out-patients for 1905.	Dispensary out-patients, 27,455.	Out-patients, 7,474.	Out-patients, 28,273 new.
3	Annual number of new cases treated as out-patients for 1905.	Accident Room, 13,700.	Accidents, 13,562.	2,000 old.
4	Annual number of cases treated as inside patients.	4,921 in 1905.	Dentals, 244.	30,273
5	Average daily number in hospitals -	<i>Infirmary.</i> 269 in 1905.	1,674.	In-patients, 1,500.
6	How admitted - - - -	<i>Cheadle Convalescent.</i> 125 in 1905.	Ancoats. 100. Beds, 114.	88. Beds, 100.
7	Class of diseases - - - -	By recommends obtained from subscribers of £3 3s. 0d. annually.	By recommends and urgency.	Eligible when unable to pay specialist fees.
8	Annual expenditure : How defrayed. (See Appendix C.)	See Annual Report, pp. 109, &c.	See Annual Report, pp. 18, &c.	See Annual Report, pp. 19-20.
9	Convalescent Home, if any - -	Subscriptions, donations, investments and services of nurses, payments of patients.	Subscriptions, donations, investments and contributions of patients.	Subscriptions, donations, investments, payments by patients.
10	Charges, if any, to patients. (See Appendix B.)	Hospital Sunday and Saturday Fund. Cheadle Convalescent Home. Many out-patients contribute 1s. to 2s. 6d. per visit, but others free. In-patients, 2s. up to 25s. and upwards.	Hospital Sunday and Saturday Fund. At Warford, nr. Alderley Edge. Out-patients. Very poor, small contributions in box. In-patients. Bulk nothing, 1 in 20, 5s. week, exceptional cases, £1 1s. 0d. per week.	Hospital Sunday and Saturday Fund. None. Out-patients. Pay for bottles, droppers, brushes. Voluntary contributions in box. In-patients. Pay from 0s. to 10s. 6d. per week for maintenance, Majority nil.

	Officers, staff etc.	<i>Infirmaries.</i>	<i>Cheadle.</i>	<i>Ancoats.</i>	<i>Warford.</i>	
11	-	(see Annual Report, page 2). 1 Lady Superintendent of Nurses. 1 Home Sister. 11 Sisters. 11 Nurses. 67 Probationers. 38 Domestic. 1 Secretary. 6 Office Staff. 3 Dispensers. 11 Porters. 1 Storekeeper.	1 Matron. 2 Sisters. 9 Nurses. 17 Domestic. 6 Engineers, &c. Gardeners, &c.	1 Home Medical Officer. 1 Casualty Medical Officer. 1 Secretary & Superintendent. 1 Matron. 6 Sisters. 16 Nurses and Probationers. 18 Domestic. 3 Porters. 1 Dispenser and Assistant.	1 Matron. 3 Sisters. 10 Nurses and Probationers. 1 Page Boy. 13 Domestic.	
12	Visiting at homes of patients -	Yes. One Medical only for Home, paid. Number of patients, 1,669 for 1905.		Yes. One Home Medical. Number of home patients, 1,572.		None.
13	Honorary medical staff -	2 Consulting Physicians, 4 Physicians. 3 Assistant 1 Pathologist. 2 Consulting Surgeons. 4 Surgeons. 4 Assistant-Surgeons. 4 others. 3 Dental Surgeons. 2 Hon. Visiting Apothecaries.		1 Consulting Surgeon 3 Hon. Physicians. 3 Hon. Surgeons. Hon. Dentist.	5 Hon. Medical Officers. 1 Hon. Assistant-Surgeon.	
14	Paid medical staff -	12 and 2 at Cheadle Convalescent Home.		2 Resident Surgeons	2 House Surgeons.	
15	How managed -	Board of Management elected by subscribers.		Committee elected by subscribers.	Board of Management elected by subscribers.	

APPENDIX No. VI. (A).—*continued.**Handed in by Dr. Niven, Medical Officer of Health, Manchester. (Q. 38380 (4).)*HOSPITALS—(*continued*)—INFORMATION REGARDING.

Number.	Questions.	Hospital for Consumption.	Manchester Children's Hospital.	Manchester and Salford Hospital for Skin Diseases.
1	Annual Report - - - -	Herewith for 1905.	Herewith for 1905.	Herewith for 1905.
2	Annual number of old cases treated as out-patients for 1905.	2,146.	} 23,899.	} 4,842.
3	Annual number of new cases treated as out-patients for 1905.	9,064.		
4	Annual number of cases treated as inside patients.	Bowdon, 501. Delamere, 239,	<i>Pendlebury</i> <i>St. Anne's-on Sea.</i>	28 beds.
5	Average daily number in Hospitals -	Bowdon, 48. Delamere, 86.	1,775 new. 135 old.	20 average daily treated.
6	How admitted - - - -	No recommends (see page 40).	1337.	No recommends, circumstances enquired into, and contribute if able.
	Class of Diseases - - - -	See Annual Report, 13-26, 24	Tickets given on application after investigation.	See Annual Report, page 10.
	Annual expenditure, how defrayed. (See Appendix C.)	Subscriptions, investments and patients' payments. Hospital Saturday and Sunday Fund.	Subscriptions, donations, investments. Hospital Saturday and Sunday Fund.	Subscriptions, donations, investments and patients' payments. Hospital Saturday and Sunday Fund.
	Convalescent Home, if any - -	See above.	See above.	No Convalescent Home.
	Charges, if any, to patients. (See Appendix B.)	Out-patients from 0s. to 2s. Average 6d. per visit. <i>Bowdon</i> , 0s. to 10s. per week. <i>Delamere</i> , 0s. to 10s. per week.	Optional—Subscriptions in box if able.	2d. to 1s. each visit, many free. In-patients, 1s. to 2s. 6d., and in few cases, 5s.
	Officers, staff, &c. - - - -	<i>Bowdon.</i> 1 Matron 3 Sisters,	<i>Pendlebury.</i> 1 Matron. Day Sister, <i>St. Anne's.</i> 1 Matron. 1 Fully trained Nurse,	1 Matron. 2 Sisters, Porter. Office Boy.

12	Visiting at homes of patients	-	-	3 Probationers 12 Domestic. 1 Gardener. 1 Gardener.	4 Sisters. 6 Probationers. 9 Engineers, Porters, &c. 16 Domestic.	Night Sister. 6 Ward Sisters. 35 Nurses, including Probationers. 6 Ward Maids. 20 Servants. 2 Gardeners. 2 Engineers. 2 Joiners. Secretary. Clerk and Extra men in Works Department.	1 Assistant Nurse. 1 Probationer 3 Domestic Servants. 1 Gardener.	8 Probationers Mechanic. Electrician.
13	Honorary Medical Staff	-	-	Secretary. Assistant Secretary. Dispenser. Nurse.	Registrar. Porter. Charwoman.	Dispensary. 1 Secretary. 1 Dispenser. 1 Assistant Dispenser. 1 Out-patient Nurse.	1 Pupil Dispenser. 1 Caretaker. 1 Male Porter. 1 Out-patient Clerk.	1 Consulting Physician. 1 " Surgeon 3 Physicians.
14	Paid Medical Staff	-	-	4 Consulting Physicians. 3 Physicians. 3 Assistant Physicians. 2 Honorary Surgeon Dentists.	2 Consulting Surgeons. 1 Surgeon. 4 Assistant Surgeons.	Honorary Consulting Surgeon. " " Pathologist. " " 4 Others.	3 Physicians. 3 Surgeons.	2 Assistant Medical Officers one being resident.
15	How managed	-	-	1 Medical Officer at Dispensary. 1 R.M.O. at Bowdon.	2 R.M.O's at Delamere.	1 R.M.O. 2 House Surgeons at Pendlebury.	1 Assistant R.M.O.	Committee appointed by subscribers.

APPENDIX No. VI. (A.)—*continued.**Handed in by Dr. Niven, Medical Officer of Health, Manchester. (Q. 38330 (4).)*HOSPITALS—(*continued*)—INFORMATION REGARDING.

Number.	Questions.	Cancer Hospital. E. W. Marshall, 38, Barton Arcade.	Northern Hospital. H. Teague, 38, Barton Arcade.	Northern Counties Hospital for Incurables. 7, St. Peter's Square.
1	Annual Report - - -	Report herewith.	Report herewith.	Report herewith.
2	Annual number of old cases treated as out-patients for 1905.	} 45.	} 9,927.	} Out-patients treated at the Dispensary, Ardwick without recommends.
3	Annual number of new cases treated as out-patients.			
4	Annual number of cases treated as inside patients.	91.	1,026.	Mauldeth 73. Walmsley 49.
5	Number of beds. Average daily number in hospital.	30. Average occupied 15.3.	67 beds. As a rule all occupied.	Mauldeth. 75 beds, always occupied. Walmsley. 50 beds, always occupied.
6	How admitted - - -	Application forms considered by Medical Board on own Doctor's certificate.	Entirely free. No recommends.	By election ($\frac{1}{2}$ yearly) or by payment.
7	Class of diseases - - -	Cancer, pre-cancerous conditions and chronic ulceration.	See report.	Chronic and incurable.
8	Annual expenses. How defrayed. (<i>See</i> appendix C).	Subscriptions, donations, investments. Hospital Saturday and Sunday Fund.	Subscriptions, donations, investments. Hospital Saturday and Sunday Fund.	Subscriptions, donations, investments, payments by patients. Hospital Saturday and Sunday Fund.
9	Convalescent Home, if any - - -	None.	None. Send cases to outside Convalescent Homes.	None.
10	Charges, if any, to patients. (<i>See</i> appendix B).	Patients pay what they are able. £158 received in 1905.	None.	From £1 1s. 0d. upwards. 1905 from In-patients, £794 0s. 0d. 1905 from Out-patients, £5 8s. 9d.

	Officers, staff, &c.	-	-	-	-	11
11	Officers, staff, &c.	-	-	-	-	11
12	Visiting at homes of patients	-	-	-	-	12
13	Honorary medical staff	-	-	-	-	13
14	Paid medical staff	-	-	-	-	14
15	How managed	-	-	-	-	15

APPENDIX No. VI. (A).—*continued.**Handed in by Dr. Niven, Medical Officer of Health, Manchester. (Q. 33380 (4).)*

HOSPITALS—(continued)—INFORMATION REGARDING.

Number.	Question.	Medical Mission, 31, Red Bank.	Lock Hospital, Duke Street, Liverpool Road.	Ear Hospital, 23, Byrom Street.
1	Annual Report - - - -	Copy herewith.	Copy herewith.	Copy herewith.
2	Annual number of old cases treated as out-patients for 1905.	} 1,910.	} 4,299 out-patients.	} 3,319 out-patients.
3	Annual number of new cases treated as out-patients for 1905.			
4	Annual number of cases treated as inside patients.			
5	Number of beds. Average daily number in hospitals.	—	203 in-patients.	271 in-patients.
6	How admitted. - - - -	—	38 female beds. Generally full.	Beds 13. Generally all occupied.
7	Class of diseases. - - - -	No recommends if poor are treated.	From Rescue Homes and Penitentiaries and by doctor.	Applications considered at Hospital by doctors and matron.
8	Annual expenses, how defrayed. (See Appendix C.)	General.	—	Ear only.
9	Convalescent home (if any) - -	Subscriptions, donations, contributions by patients.	Subscriptions, donations, investments, patients' payments. Hospital Saturday and Sunday Fund	Subscriptions, donations, investments, payment by patients. Hospital Saturday and Sunday Fund.
10	Charges, if any, to patients. (See Appendix B.)	None.	None.	None.
11	Officers, staff, &c. - - - -	No special charge. Patients' contributions last year £24 11s. 1d.	Very few pay contributions :— Out-patients, £35 17s. 10d. In-patients, £66 2s 5d	No charge to out-patients. Voluntary contributions. In-patients 7s. a week as a rule. Voluntary contributions £253. In-patients' contributions £85.
12	Visiting at homes of patients - -	1 Medical Officer. 1 Secretary and Collector. 1 Housekeeper	Matron. Secretary. 3 Honorary Surgeons. 3 Nurses. Domestic work done by patients.	1 Matron. 1 Dispenser. 2 Nurses. 2 Domestic. 1 Secretary.
13	Honorary Medical staff - - -	Yes. Area Miller street to Vauxhall street, if not able to come to Dispensary. 1 Surgeon.	None.	None.
14	Paid medical staff - - - -	1 Medical Officer.	1 Consulting Surgeon. 2 Surgeons. 1 Assistant Surgeon.	1 Consulting Physician. 1 " Surgeon. 4 Surgeons. 1 Anaesthetist.
15	How managed - - - -	Committee appointed by subscribers.	Committee appointed by subscribers.	Committee appointed by subscribers.

Number.	Questions.	Eye and Ear Hospital, 25, St. John Street.	Jewish Hospital, Elizabeth Street.	Manchester Surgical Aid Society.
1	Annual Report - - -	No Annual Report.	Report herewith.	Herewith.
2	Annual number of old cases treated as out-patients for 1905.	} 3,000 Out-patients.	} 131 Accidents. Out-patients' emergency cases.	—
3	Annual number of new cases treated as out-patients for 1905.			Assisted 231 cases at a cost of £167 14s. Contributions, £49 18s. 2d.
4	Annual number of cases treated as inside patients.	200 In-patients.	302, treat a few Christians.	None.
5	Number of beds. Average daily number in hospital.	12 Beds, always occupied.	17 Beds. 15 and 2 others if necessary. 53 in other wards but cannot be used—funds short.	None.
6	How admitted - - -	Applications.	By recommends from one or other of the 6 Medicals on staff.	Subscribers' recommends, but not strictly adhered to.
7	Class of diseases - - -	Eye, ear, nose, and head.	General.	—
8	Annual expenses, how defrayed. (See appendix C).	Contributions of patients only.	Subscriptions, donations.	£222 subscriptions and donations, and £200 invested Southport Convalescent Home, West Hill.
9	Convalescent home, if any.	None.	None.	—
10	Charges, if any, to patients. (See appendix B).	Out-patients, 1s. a month. Many free. In-patients, according to means, 1s. to 2s. per day.	No charge as a rule; if able to pay, a little.	(See above).
11	Governors, officers, staff, etc - -	Matron and 3 Nurses.	Matron. 3 Nurses. 3 Domestic. 1 Porter.	Secretary.
12	Visiting at homes of patients - -	No.	No.	Cases investigated, and form signed by Medical man.
13	Honorary medical staff - - -	Honorary Surgeon.	1 Consulting Physician. 2 Consulting Surgeons. 7 Honorary Medical Staff. 2 Dental Surgeons.	2 Consulting Physicians. 3 Consulting Surgeons. 3 Surgeons.
14	Paid medical staff - - -	—	1 Resident Medical Officer.	—
15	How managed - - -	Honorary Surgeon, Dr. McKeown	Committee appointed by subscribers.	Committee appointed by subscribers.

APPENDIX No. VI. (A).—*continued.**Handed in by Dr. Niven, Medical Officer of Health, Manchester. (Q. 38380 (4).)*

HOSPITALS—(continued)—INFORMATION REGARDING.

Number	Questions.	St. Mary's Hospital for Women and Children.	Victoria Dental Hospital.	Manchester and Salford Sick Poor and Private Nursing Institution.
1	Annual Report - - -	Herewith.	Report herewith.	Report herewith.
2	Annual number of old cases treated as out patients for 1905.	(See page 48.		(5 Homes.
3	Annual number of new cases treated as out-patients for 1905.	<i>St. Mary's.</i> 9,377	17,443 out-patients.	64 Nursing Staff.
4	Annual number of cases treated as inside patients.	1,913	In-patients.	1905 : 10,071 patients.
5	Average daily number in hospitals -	100 beds.	No beds.	1905 : 245,339 visits by nurses.
6	How admitted - - -	Average 80.	Every poor and deserving applicant treated without charge.	None.
7	Class of diseases - - -	By recommends from subscribers.	See Report.	—
8	Annual expenses, how defrayed (see Appendix C.)	See Annual Report pp. 40, &c.	Subscriptions, donations, investments and materials, &c., paid for by patients. Hospital Saturday and Sunday Fund.	Poor sick patients attended free of charge. Applications to Matrons of District Home. General.
9	Convalescent Home, if any - - -	None.	None.	Subscriptions, donations, interests on investments, patients' contributions. Hospital Saturday and Sunday Fund.
10	Charges, if any, to patients (see Appendix B.)	No charge. Voluntary contributions from patients. £80 per annum.	Patients pay for gas, gold fillings, crowns, regulation, &c. 1905 received £266 4s. 10d.	Received from 1905 :—£154 12s. 1d.
11	Governors, Officers, Staff, &c. - - -	<i>St. Mary's.</i> 1 Matron. 6 Sisters. 17 Nurses and Probationer. 16 Domestic. 1 Secretary. 2 Dispensers. 1 Curator and Librarian. 3 Porters. 2 Engineer and Stoker. 2 Youths. Yes, 4,500 patients last year St. Mary's. 1,301 ditto, Clifford Street. 4 Consulting Physicians. 6 ditto Surgeons. 3 Assistant Physicians. 2 others.	5 paid Staff. See Annual Report, page 5.	
12	Visiting at homes of patients - - -		None.	Yes.
13	Honorary Medical Staff - - -		Consulting Surgeon. 2 ditto Dental Surgeons. 14 Dental Surgeons. 6 Assistant ditto. 4 others.	1 Medical Officer.
14	Paid Medical Staff - - -	1 House Surgeon, 2 Resident Medical Officers. 1 Resident Medical Officer at Clifford Street.	3 House Dental Surgeons and 3 others.	
15	How managed - - -	Board of Management elected by Subscribers.	Committee appointed by subscribers.	Committee appointed by subscribers.

APPENDIX No. VI. (A).—*continued.**Handed in by Dr. Niven, Medical Officer of Health, Manchester. (Q. 38380 (4).)*

DISPENSARIES.—INFORMATION AS TO.

PROVIDENT DISPENSARIES BRANCH OF THE MANCHESTER AND SALFORD DISTRICT PROVIDENT SOCIETY.

Offices:—133, Deansgate.

REPORT HEREWITH.

Dispensary visits, 134,296, or 8·21 per member.

Number of officers (see pages 44 to 46).

Entrance fee 1s. for a family, or 6d. per individual.

16,352 paying members, 1905. Artisans and others.

Members' subscriptions, 1d. per week adults and children 14 years of age. All children in family under 14, 2d. per week. Payments, weekly, fortnightly, or monthly in advance.

Sick members, 1d. each time for medicine.

No Medical Officer shall have more than 1,500 families on list.

Medical fees, one half the payment of ordinary members. (See A, page 57).

Dispensary doctors may charge 1s. visiting members at own homes.

Midwifery cases, 15s. to be paid a month before confinement.

Members can have dentist for small fee.

Clubs and sick societies admitted.

HULME DISPENSARY.

Dale Street, Stretford Road.

Home patients, 2,162. Out-patients, 4,768. Accidents, 218. Subscribers' recommends for very poor. Members, 2s. adult. Home patients for three weeks. Children 1s., under 13. Half above charges if treated at dispensary. Dental out-patients, 47.

Three honorary physicians. Three honorary surgeons. One honorary dentist. Paid staff:—One resident medical officer (lady), one dispenser, one housekeeper.

CHORLTON-UPON-MEDLOCK, RUSHOLME AND MOSS SIDE DISPENSARY,

Cavendish Street, All Saints.

REPORT HEREWITH.

1,394 home patients. 1,810-out patients. 111 accidents. Subscribers' recommends for very poor. Members, 2s. adult home patients for three weeks. Children, 1s., under 13. Half above charges if treated at dispensary.

Honorary staff:—Three consulting physicians and surgeons, three honorary medical officers.

Paid staff:—One relieving medical officer, one dispenser, one housekeeper.

PROVIDENT ASSOCIATIONS.

MANCHESTER AND SALFORD DISTRICT PROVIDENT AND CHARITY ORGANISATION SOCIETY, 1905.

Sick relief, 2,909 applications.

Convalescent home, 680. Average cost per head for food patients and staff, 7s. 8½d.

Old age pensions.

Savings bank.

59,313 cases investigated.

Scheme for the general registration of names and addresses of all persons receiving charitable assistance. Over 7,000 names registered to end of 1905.

See A, report for 1905, rules and other information.

Expenditure, £6,115 10s. 8d.

Accumulated funds, £53,829.

Medical fees paid, £1,534.

Old age pension scheme, see page B.

Members of burial fund, 777.

Members' wives burial fund, 129.

49 Members allowed sick benefit.

21 Members allowed special grants.

Surgeons are appointed in 66 districts to attend members.

Members' subscription. (See Rules 29 and 30, 26, 27).

Members' benefit. (See Rules 29 and 30, 26, 27).

At Offices, 126, Market Street—Reading, dining and smoking rooms.

MANCHESTER WAREHOUSEMEN AND CLERKS PROVIDENT ASSOCIATION, 1905.

Members, 5,134 (50 years old).

Amount of subscriptions, £6,629.

36 assistants on fund, receiving from 5s. to 15s. per week.

Income, £8,504 13s. 5d.

GAS AND ELECTRICITY DEPARTMENTS.

Rules of the Sick and Provident Society for clerical staff.

Members' subscription, 1½d. in £ of wages. Grants committee.

Benefits:—Sickness up to six months, full wages or salary.

	Under 15 years.	Over 15 and under 20.	Over 20 years. under 25.	25 years or over.
Deceased Members - - - - -	3 months' S. or W.	4 months' S. or W.	5 months' S. or W.	6 months' S. or W.
Retirement Allowances - - - - -	Same.	Same.	Same.	Same.

Cases of sickness over six months specially dealt with.

GAS WORKMEN'S SICK AND BURIAL CLUB.

Bradford Road Gas Station.

Entrance fee, 2s. 6d. Subscription, 6d. per week, including 1d. for burial fund.

Allowance:—First thirteen weeks, 10s. 6d. Second thirteen weeks, 7s. 6d., then rest twenty-six weeks, 5s. 6d. After one year, 4s. Death of member, £8. Death of member's first wife, £8. Six months member, £4. Second wife, £5.

ROCHDALE ROAD GAS WORKS.

Entrance fee, 2s. 6d., 4s., 5s., according to age.

Weekly contributions, 6d. per member, and 1s. per member on death of member or his wife.

Allowance:—First thirteen weeks, 10s. Second thirteen weeks, 7s. 6d., and 5s. for third thirteen weeks, then 2s. 6d. per week till he has received £20.

CLEANSING SICK AND BURIAL SOCIETY.

Oldham Road.

Subscription, 3d. per member per week.

Benefits:—7s. 9d. per week for eight weeks, and 5s. 9d. per week for six weeks.

Death:—£5 if a member for twelve months, and £2 10s. for six months.

APPENDIX No. VI. (B).

Handed in by Dr. Niven, Medical Officer of Health, Manchester. (Q. 38380 (15).)

PROVINCIAL URBAN CENTRES—MANCHESTER.

PATIENTS' CONTRIBUTIONS FOR HOSPITAL TREATMENT, 1905.

	£	s.	d.		£	s.	d.
Manchester Royal Infirmary—				The Manchester and Salford Hospital for			
In-patients - - - - -	1,084	15	7	Skin Diseases—			
Out-patients - - - - -	66	17	0	Out-patients - - - - -	634	9	2
Barnes Convalescent Home, Cheadle -	157	17	3	In-patients - - - - -	17	14	0
Ancoats Hospital - - - - -	27	14	1	Hospitals for Incurables—			
Manchester Royal Eye Hospital—				In-patients - - - - -	794	16	0
In-patients - - - - -	174	0	0	Out-patients - - - - -	5	8	9
Out-patients - - - - -	201	3	9	Northern Hospital - - - - -	279	13	6
St. Mary's Hospitals—				Manchester Ear Hospital—			
Whitworth Street Branch - - -	78	9	2	Out-patients - - - - -	253	13	3
Clifford Street Branch - - -	217	1	4	In-patients - - - - -	85	1	6
Manchester Hospital for Consumption—				Manchester and Salford Lock Hospital—			
Out-patients - - - - -	981	18	6	In-patients - - - - -	64	18	9
In-patients - - - - -	260	10	6	Out-patients - - - - -	35	10	8
Medicines sold - - - - -	269	14	9	Medical Mission, Red Bank - - -	30	12	9
Crossley Sanatorium—				Victoria Memorial Jewish Hospital - -			
Private patients - - - - -	1,529	5	0	Victoria Dental Hospital - - - -	293	10	5
Hospital - - - - -	315	18	6	Manchester Surgical Aid Society - -	49	18	2
Manchester Children's Hospital—				Manchester and Salford Sick, Poor and			
Dispensary cases - - - - -	68	19	4	Private Nursing Institution - - -	1,477	2	9
In-patients - - - - -	184	10	0	David Lewis Manchester Epileptic Colony	1,635	4	0
Convalescent Home - - - - -	1	10	0				
The Christie Hospital (Cancer Pavilion and					11,436	3	5
Home) - - - - -	158	5	0				

APPENDIX No. VI. (C).

Handed in by Dr. Niven, Medical Officer of Health, Manchester. (Q. 38380 (16).)

PROVINCIAL URBAN CENTRES—MANCHESTER.

ANNUAL CURRENT EXPENDITURE ON MANCHESTER HOSPITALS AND INSTITUTIONS, 1905.

	£	s.	d.		£	s.	d.
Manchester Royal Infirmary and Dispensary - - - - -	19,577	19	5	The M. & S. Hospital for Skin Diseases -	2,285	7	3
Barnes Convalescent Home, Cheadle -	7,028	15	8	Hospitals for Incurables (2) - - - -	6,652	3	9
Ancoats Hospital - - - - -	6,281	3	5	Northern Hospital - - - - -	4,286	4	2
Manchester Royal Eye Hospital - -	5,443	11	9	Manchester Ear Hospital - - - -	1,233	4	7
St. Mary's Hospitals—				M. & S. Lock Hospital - - - -	795	19	2
Whitworth Street Branch - - -	6,822	1	1	Medical Mission, 31, Red Bank - -	411	7	3
Clifford Street Branch - - -	4,475	6	3	Victoria Memorial Jewish Hospital -	1,614	17	5
Manchester Hospital for Consumption, &c.—				Victoria Dental Hospital - - - -	656	12	4
Manchester Dispensary - - - -	1,809	13	11	The Manchester Surgical Aid Society -	222	14	8
Bowdon Hospital - - - - -	2,918	11	9	M. & S. Sick Poor and Private Nursing			
Crossley Sanatorium - - - - -	4,752	11	7	Institution - - - - -	7,257	1	10
Manchester Children's Hospital—							
Pendlebury Hospital - - - -	9,613	1	2		£98,669	13	11
Manchester Dispensary - - - -	1,675	16	3	The David Lewis Manchester Epileptic			
Convalescent Home (St. Anne's) -	1,005	7	4	Colony - - - - -	4,240	9	8
The Christie Hospital (Cancer Pavilion							
and Home) - - - - -	1,850	1	11		£102,910	3	7

APPENDIX No. VI. (D).

Handed in by Dr. Niven, Medical Officer of Health, Manchester. (Q. 38380 (36).)

PROVINCIAL URBAN CENTRES—MANCHESTER.

INFECTIOUS DISEASES.

NUMBER OF NOTIFIED CASES IN DISEASES FOR FIVE YEARS.

	1901.	1902.	1903.	1904.	1905.
Small-pox - - - - -	1	27	422	134	6
Scarlet Fever - - - - -	2,692	2,282	2,012	2,063	1,975
Diphtheria and Membranous Croup	457	422	620	474	530
Typhus Fever - - - - -	39	—	—	—	—
Enteric Fever - - - - -	359	378	387	325	345
Relapsing Fever - - - - -	—	—	—	—	—
Puerperal Fever - - - - -	55	47	30	42	82
Erysipelas - - - - -	318	253	291	266	351
	3,921	3,409	3,762	3,304	3,289

NUMBER OF NOTIFIED CASES ADMITTED INTO ISOLATION HOSPITALS.

	1901.	1902.	1903.	1904.	1905.
Small-pox - - - - -	1	27	418	134	6
Scarlet Fever - - - - -	2,223	1,861	1,673	1,652	1,483
Diphtheria and Membranous Croup	265	244	404	259	328
Typhus Fever - - - - -	32	—	—	—	—
Enteric Fever - - - - -	223	244	283	228	252
Puerperal Fever, Erysipelas, and other acute diseases	384	224	265	293	233
	3,128	2,600	3,043	2,566	2,302

NUMBER OF DEATHS IN HOSPITALS.

	1901.	1902.	1903.	1904.	1905.
Small-pox - - - - -	0	0	24	9	0
Scarlet Fever - - - - -	121	125	82	55	53
Diphtheria and Membranous Croup	80	88	93	49	31
Typhus Fever - - - - -	6	—	—	—	—
Enteric Fever - - - - -	29	26	49	29	84
Relapsing Fever, Puerperal Fever, Erysipelas, and other acute diseases	17	6	3	25	17

1905 Report of Baguley Sanatorium herewith.

1905 Report of Monsall Hospital herewith.

Expenditure for the Year ending March 31st, 1906.	Revenue.	Interest and Repayment of Loans.
	£ s. d.	£ s. d.
Expenditure Monsall Hospital, 1905-6. - - - - -	23,336 9 10	3,909 11 11
Clayton Hospital and Delamere Sanatorium - - - - -	4,507 17 7	
Withington Hospital - - - - -	19 6 7	
Baguley Sanatorium - - - - -	6,626 5 4	4,077 15 3
Newall Green Hospital - - - - -	5 13 9	—
	£34,195 13 1	£7,987 7 2

APPENDIX No. VI. (E.)

Handed in by Dr. Niven, Medical Officer of Health, Manchester. (Q. 3838C (43).)

PROVINCIAL URBAN CENTRES—MANCHESTER.

I.

Public Health Office,
Town Hall, Manchester,
May, 1906.

Midwives Act, 1902.

MY DEAR SIR,—I am instructed by the Midwives Supervising Committee of Manchester to send you a supply of forms to be filled up and forwarded to me in cases where you are called in at the instance of a midwife to attend a case of emergency under Rule E., 17 B. and C.1 (Sections 1, 2, 3, 4, 5), of the Central Midwives Board, and where you are unable to obtain payment from the patient for such attendance.

Temporary arrangements have been made by the corporation of Manchester for the payment of medical fees under the following terms and conditions :—A fee of £1 ls. to be paid for all contingencies provided for in Section 17 B. of Rule E.; for cases of puerperal fever, and for cases of secondary post-partum hemorrhage, Section 17 C.1 (3). Under Section 17 C.1 or Rule E. a fee of 5s. to be paid for attendance on the advice of a midwife in consequence of each or all of the occurrences 1, 2, 4, and 5, unless the case should be diagnosed as puerperal fever, when a total fee of £1 ls. will be paid.

These payments will be made contingent on a report being furnished by the medical attendant to the Midwives Supervising Committee of facts within the knowledge of the medical practitioner which may appear to the authority necessary to the elucidation of the case. They will also be contingent on the carrying out by the medical practitioner at the earliest possible moment, of any procedures arising out of the visit, for which the sum of £1 ls. will be considered an inclusive charge. All cases, in fact, to be treated as cases of emergency by the medical practitioner called in.

Also, these payments will only be made in all the foregoing circumstances where the income of the family does not exceed the following rate :—

		per week.
		£ s. d.
Man and wife	- - - - -	- 1 1 0
Parent or parents and 1 child	- - - - -	- 1 3 0
" " 2 children	- - - - -	- 1 5 0
" " 3 "	- - - - -	- 1 7 0
" " 4 "	- - - - -	- 1 9 0
" " 5 "	- - - - -	- 1 10 6
" " 6 "	- - - - -	- 1 12 0
" " 7 "	- - - - -	- 1 13 0

The following definition of puerperal fever has been suggested with a view to the inclusion of the slighter forms of sepsis, which are liable to be regarded with less apprehension than the more severe forms, and so lead to extension of the disease :—“For the purpose of the Notification Acts, 1889 and 1899, the term ‘puerperal fever’ shall include all cases in which within seven days after the birth of a child, alive or still-born, the mother shall have a rise of temperature exceeding 100·4°F. with quick pulse, maintained for a period exceeding twenty-four hours, without any ascertainable cause other than the puerperal state. It shall also include all cases in which, within seven days after the birth of a child, there has been the occurrence of rigor (with attendant illness) without any ascertainable cause other than the puerperal state.”

The sanitary authority requests medical practitioners to notify all cases coming within the above definition.

I am, my dear Sir,

Yours very faithfully,

JAMES NIVEN,
Medical Officer of Health.

II.

Public Health Office,
Town Hall, Manchester,
August 9th, 1906.

Midwives Act, 1902.

DEAR SIR,—You will, no doubt, have received from this office a book of application forms for fee for attendance on a patient declaring herself unable to pay. You will see from the letter printed on the front page of the book that payment will be made for those cases of emergency mentioned in Rule E. 17 B. and C. 1 (Sections 1, 2, 3, 4, 5) which are as follows :—

RULE E. 17 (B).—In the case of a woman in labour :—

(1) In all presentations other than the uncomplicated vertex or breech; in all cases of breech presentation in primiparæ; in all cases of flooding and convulsions; and also whenever there appears to be insufficient room for the child to pass, or when a tumour is felt in any part of the mother's passages.

(2) If the midwife, when the cervix has become dilated, is unable to make out the presentation.

(3) If there is loss of blood in excess of what is natural, at whatever time of the labour it may occur.

(4) If an hour after the birth of the child the placenta has not been expelled, and cannot be expressed (*i.e.*, pressed out) even if no bleeding has occurred.

(5) In cases of rupture of the perinæum, or other serious injury of the soft parts.

RULE E. 17 (C). 1.—The mother :—

(1) Abdominal swelling, and signs of insufficient contraction of the uterus.

(2) Foul-smelling discharges.

(3) Secondary post-partum hemorrhage.

(4) Rigor.

(5) Rise of temperature above 100·4° F., with quickening of the pulse for more than twenty-four hours.

A fee of £1 ls. will be paid for each of the contingencies provided for in Rule E. 17 (B.), and also for secondary post-partum hemorrhage (Rule E. 17 (C). 1 (3)), whilst for the contingencies mentioned in Rule E. 17 (C). 1 (1, 2, 4, 5), a fee of 5s. will be paid, *unless the case should be diagnosed puerperal fever*, when a total fee of £1 ls. will be paid. (For conditions of payment, see paragraphs 3 and 4 of letter.)

I beg to send you the above extract in the event of your not being in possession of the rules.

The Midwives Supervising Committee will be grateful to medical practitioners for any information they can give with regard to the case to which they are called by a midwife, such information to be put on the application form.

If you have no use for the forms, I shall be much obliged if you will return them.

Yours faithfully,

JAMES NIVEN,
Medical Officer of Health.

APPENDIX No. VI. (F).

Handed in by Dr. Niven, Medical Officer of Health, Manchester. (Q. 38380 (53).)

PROVINCIAL URBAN CENTRES—MANCHESTER.

INFORMATION OBTAINED AS TO THE AMOUNTS PAID FOR MEDICAL AID BY FRIENDLY SOCIETIES IN MANCHESTER, 1905.

Society.	Sub District.	Total Number of Members in the District.	Members requiring Medical Aid.*	Amount paid for Medical Aid.	Payments for Sick Benefits.
				£ s. d.	£ s. d.
Manchester Unity of Oddfellows	Manchester and Salford (part).	956		212 14 3	721 6 2
	Newton Heath - -	899		100 9 6	695 15
	East Manchester - -	1,456		77 7 6	1,022 4
Grand United Order of Oddfellows.	Harpurhey - -	676		89 13 3	383 19 1
	Manchester - - -	667		93 1 1	271 12 10
Loyal Order of Ancient Shepherds.	—	816		113 9 7	518 17 4
				Total above	
				686 15 2	
National Independent Order of Oddfellows.	Cheetham Hill - -	848		†	
	Longsight - - -	324			
	Manchester, No. 1 -	324			
	Manchester, No. 2 -	98			
	Newton Heath - -	214			
	Openshaw - - -	1,423			

* The information in this column not yet obtained. Medical aid applies only to members themselves.
† Information not obtained.

APPENDIX No. VI. (G).

Handed in by Dr. Niven, Medical Officer of Health, Manchester. (Q. 38455.)

In the lecture alluded to the results indicated may be stated thus. Taking the Atwater dietary and the current prices at which poor persons can purchase articles of food in Manchester, a good and varied dietary may be obtained at the rate of 8d. a day for a man. At 6d. the choice of foods is restricted. It is possible to furnish a sufficiency of food for 3½d., but there is then no variation of the diet. Much might be effected in lowering the price of food by the teaching of cookery in schools directed especially to varying and rendering palatable common articles of diet.

In the following table, relating to sixty-two families (in which there is a consumptive person) selected as being likely from the known facts to be short of means, is shown what would be necessary to maintain nutrition on the Atwater scale of diet, and assuming the applicability of Mr. Rowntree's scale of household sundries. The diet of a man is taken as costing 6d. per day. These sixty-two cases are representative of 180 out of 1,400 notified in one year, these 180 being taken as probably very poor.

APPENDIX—No. VI. (G.)—*continued*.*Handed in by Dr. Niven, Medical Officer of Health, Manchester. (Q. 38455.)*

TABLE SHOWING THE SHORTAGE OF MEANS NECESSARY TO KEEP SIXTY-TWO FAMILIES SUPPLIED WITH FOOD AND OTHER NECESSARIES, FOOD BEING CALCULATED ON THE ATWATER DIETARY AND ACCORDING TO THE ATWATER SCALE.

Prog. No.	Food.	Rent.	Household Sundries.	Income.	Shortage.
	£ s. d.	£ s. d.	£ s. d.	£ s. d.	£ s. d.
432/06	- 11 11	- 6 9	- 4 11	None	1 3 7
127/06	- 10 3	- 3 0	- 5 0	- 10 0	- 8 3
1157/06	- 10 3	- 4 3	- 5 0	- 15 3	- 4 3
883/06	- 8 9	- 4 6	- 4 4	1 5 0	
836/06	- 14 8	- 7 6	- 6 1	- 6 0+(15/-)	1 2 3
508/06	- 12 7	- 5 0	- 5 0	- 15 0	- 7 7
779/06	- 14 0	- 5 9	- 5 6	- 17 6	- 7 9
705/06	- 10 2	- 4 0	- 4 4	- 12 0	- 6 6
1014/06	- 16 1	- 6 4	- 5 8	- 12 0	- 16 1
1113/06	- 17 6	- 4 6	- 7 3	- 17 0	- 12 3
128/06	- 12 7	- 4 0	- 4 4	- 15 6	- 5 5
1077/06	- 11 11	- 4 0	4 11	- 4 0+(5/-)	- 16 10
391/06	- 14 4	- 4 3	- 5 6	- 5 0	- 19 1
81/06	- 14 4	- 5 0	- 5 7	- 17 6	- 7 5
1065/06	- 13 8	- 7 6	- 5 6	2 0 0	
870/06	- 10 3	- 5 9	- 5 0	1 0 0	- 1 0
26/06	- 12 11	- 6 0	- 5 6	- 10 0+(10/-)	- 14 5
1040/06	- 16 5	- 4 6	- 5 8	1 3 9	- 2 10
1047/06	- 7 8	- 4 3	- 3 9	- 2 0+(8/-)	- 13 8
790/06	- 4 11	- ? Free	- 3 1	- 5 0	- 3 0
715/06	- 11 7	- 4 6	- 4 11	- 16 0	- 5 0
908/06	- 9 10	- 5 4	- 4 4	1 7 0	
986/06	- 9 1	- 6 0	- 4 4	1 16 0	
944/06	- 10 2	- 3 8	- 4 11	- 16 0	- 2 9
21/05	- 19 7	- 5 0	- 6 10	- 19 6	- 11 11
1064/06	- 10 3	- 4 9	- 5 0	- 12 0+(5/-)	- 8 0
27/07	- 18 2	- 4 6	- 6 7	- 13 0	- 16 3
420/06	- 10 6	- 3 9	- 4 4	- 16 0	- 2 7
651/06	- 14 4	- 4 6	- 5 0	- 18 0	- 5 10
9/06	- 14 0	- 4 6	- 6 1	- 15 0	- 9 7
482/06	- 12 7	- 5 0	- 5 0	1 2 4	- - 3
655/06	- 13 8	- 6 4	- 5 0	2 2 0	
813/06	- 9 5	- 5 0	- 4 4	1 15 0	
1006/06	- 11 2	- 5 3	- 4 5	1 7 0	
806/06	- 8 5	- 5 0	- 3 9	- 8 6	- 8 8
426/06	- 11 2	- 5 9	- 4 11	- 16 0	- 5 10
648/06	1 0 4	- 5 3	- 6 10	1 13 0	
1123/05	- 12 7	- 3 6	- 5 6	- 4 0	- 17 7
419/06	- 13 8	- 5 6	- 4 5	1 3 0	- - 7
654/06	- 6 4	- 6 0	- 3 2	1 17 6	
5/06	- 9 5	- 4 9	- 4 4	- 8 0+(3/-)	- 10 6
352/06	- 12 7	- 4 8	- 5 0	1 8 6	
480/06	- 17 10	- 3 3	- 7 3	1 9 0	
637/06	- 10 10	- 5 0	- 4 5	- 18 0	- 2 3
65/06	- 18 11	- 14 0	- 6 10	2 1 10	
197/06	- 12 7	- 4 9	- 5 6	- 9 0	- 13 10
529/06	- 10 10	- 5 0	- 4 11	1 0 0	- - 9
324/06	- 8 5	- 5 3	- 3 9	1 0 0	
759/06	- 8 9	- 3 9	- 4 4	- 3 0+(4/6)	- 13 10
603/06	1 0 4	- 8 6	- 6 11	1 1 0	- 14 9
840/06	- 8 9	- 8 0	- 4 4	1 16 0	
780/06	- 14 8	- 5 0	- 6 1	1 7 0	
958/06	- 8 1	- 1 6	- 3 9	- 8 6+(4/-)	- 4 10
429/06	- 17 6	- 5 0	- 6 9	1 0 0	- 9 3
1096/06	- 10 6	- 4 8	- 4 4	- 7 0	- 12 6
18/07	- 8 9	- 4 6	- 4 4	None+(6/-)	- 17 7
728/06	1 4 10	- 7 6	- 8 7	2 3 0	
931/05	- 16 1	- 8 0	- 5 1	1 14 0	
1060/06	- 14 4	- 6 6	- 5 1	- 15 6	- 10 5
264/06	- 12 7	- 3 3	- 5 6	- 12 0 (+)	- 9 4
184/06	- 18 2	- 4 6	- 6 3	- 17 6	- 11 5
543/06	- 7 4	- 6 0	- 3 8	- 12 0	- 5 0
	39 4 1	15 19 3	15 18 7	57 0 2	21 3 3

Average, 62 families : 6s. 10d.

APPENDIX No. VI. (G).—*continued.**Handed in by Dr. Niven, Medical Officer of Health, Manchester. (Q. 38455.)*

The total number of consumptive cases may be estimated at 3,000.

The results of the table may be thus stated. If these sixty-two families were getting no aid to their incomes, but were expending the calculated amounts on food and sundries, they would require an additional sum of 6s. 10d. on the average. If, however, the aid which is being received were included in their incomes, each would require on the average 5s. 10d. and 3d. additional.

There are, however, only forty-five families actually in need of assistance, out of the sixty-two. If the average is calculated on these, including household sundries in

the needs, but also including aid received in the income the average shortage of family income, where there is actual need of assistance, is about 8s. per week per family.

If we exclude sundries, and consider only what is needed for nutrition, there are thirty-two families which are short, taking into account the aid which they are at present receiving. The average shortage in food alone for these thirty-two amounts to 5s. 2·25d. a week.

The actual number of families in need of assistance would, on the above basis, be somewhere about 300 out of a total supposed number of cases of phthisis of 3,000, and the additional yearly sum required would be $8s. \times 300 \times 52 = £6,240$.

APPENDIX No. VII.

This Appendix was not received from the British Medical Association.

APPENDIX No. VIII. (A).

Handed in by Miss Margaret Baines, Leeds. (Q. 39541 (25).)

LEEDS NON-POLITICAL WOMEN GUARDIANS' ASSOCIATION.

[Reprinted from *The Yorkshire Post*, December 15th, 1906.]

To the Editor of *The Yorkshire Post* :—

SIR,—The approaching triennial election of guardians of the Leeds Union renders it necessary that we should appeal for support in our effort to secure the election as guardians of some suitable women, who are free from party restrictions.

When it is remembered that amongst their other duties the guardians of Leeds have to take the charge, often from babyhood, of about 400 children, and to see that these are properly fed, clothed, and educated, and when old enough placed out in suitable situations, and thereafter given such assistance as a public authority can supply, it seems unnecessary to seek for further reasons for the election of a strong leaven of women on the board. We need do no more than note in passing that the same board has about 500 women of various ages under its care, and has moreover to act as dispenser of the first necessities of life to all families in the city who are reduced to poverty and distress by sickness, error, or misfortune. This is emphatically women's work, and non-political work, and it would not be amiss if a large section of the guardians were specially elected with a view to fulfilling these duties.

Without, however, pleading for this, we think we are justified in urging that a small number should be so elected, and in pointing out that even a small number may be of inestimable value in directing the policy of the board. It is often stated that when once elected, though elected by a particular party, a guardian is left free to act according to his individual judgment, and that when the door of the board-room closes behind him, it cuts him off from political considerations. But surely this statement carries its own denial, for why should a political party put its whole machinery in motion, and run to considerable expense to ensure the election of a candidate whose political opinion is of no importance when once he is on the board? In nine cases out of ten, happily, the guardians are left to themselves. In the dull routine work, the supervision of officials, housekeeping, sanitation, the up-bringing of children, the political parties are not interested, but in the choosing of a chairman, the co-option of a member, the appointment of an official, the expenditure of any large sum of money, the party whip goes round.

We do not allege that the money is necessarily spent badly, or that the choice is always wrong; but we do allege that guardians, whose lives are spent on the work, who know, as even an unbiassed outsider cannot know, the exact qualifications required in the officer, the essential characteristics needed in the building, have also to consider the effect which their votes on these questions may have on the destinies of the parties to which they happen to belong. If anything can safeguard us against the evils of this system it is the presence of a minority of representatives who are untrammelled by political pledges, and who are free to vote on every subject on their view of the merits alone. In mentioning the two candidates for whom our association is seeking support, we feel sure that the Leeds public will recognise their eminent suitability.

Miss Margaret Baines needs no introduction; she has worked for twelve years on the board, and her fellow guardians can testify to her industry, fairness, and devotion.

Miss Beatrice Kitson is a new candidate, but we confidently believe that she is eminently fitted for such a post. She has worked for the workhouse inmates through the Brabazon Society for eleven years, so she would not come ignorant to her task.

Miss Margaret Baines will stand for Headingley. Miss Beatrice Kitson for Chapeltown.

If among your readers there are any who are willing to join our association, we hope they will send their names to the hon. secretary. We have no form of election; any one who shares our aim is welcome to become a member. If any do not care to be formally enrolled as members and yet would help the election of either of our candidates, we hope they will let the secretary know whether they will canvass in Headingley (including Burley and Kirkstall) or Chapeltown, or will help with our secretarial work, which is all voluntary.—Yours, &c.,

T. PRIDGIN TEALE, *President.*

CHARLES LUPTON,

J. EDWARD SCHUNCK, } *Vice-Presidents.*

FRANK THOMAS,

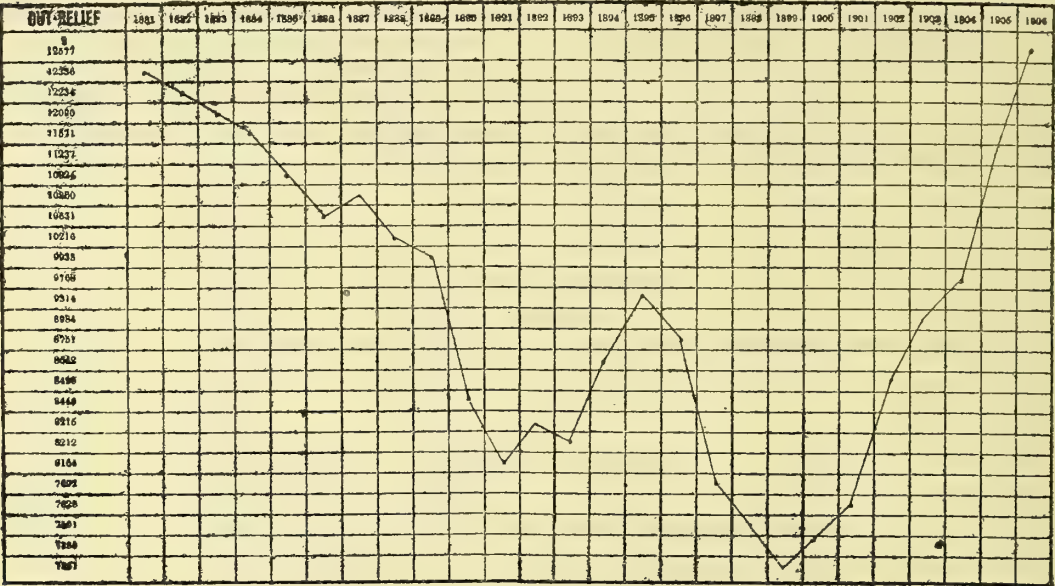
INA KITSON CLARK, *Hon. Treasurer.*

EDITH BARRAN, *Hon. Secretary.*

APPENDIX No. IX. (A).

Handed in by Mr. E. A. Rigby, Huddersfield. (Q. 40718 (41).)

CHART ILLUSTRATING FLUCTUATIONS IN OUT-RELIEF IN HUDDERSFIELD FOR TWENTY-FIVE YEARS.



APPENDIX No. IX. (B).

Handed in by Mr. E. A. Rigby, Huddersfield. (Q. 40745.)

HUDDERSFIELD UNION.

PARTICULARS AS TO MEMBERS OF FRIENDLY SOCIETIES IN RECEIPT OF OUTDOOR RELIEF IN THE No. 1 AND 2 SECTIONS, COMPRISING FIVE-SIXTHS OF THE COUNTY BOROUGH OF HUDDERSFIELD.

	No. of Cases.	Relief by Guardians.	Allowance by Club.
No. 1 Relief Committee - - -	6	27s.	14s. 6d.
Total number of cases relieved - - - - - 262			
	No. of Cases.	Relief by Guardians.	Allowance by Club.
No. 2 Relief Committee - - -	2	13s.	12s. 6d.
Total number of cases relieved - - - - - 500			

So that out of 762 cases relieved there are only 8 members of friendly societies.

Note by Witness :—I regret that time has not allowed of my making enquiries for the whole of the Union, but I am quite certain that the number of cases in the country districts is even less than the town, and that the information sent indicates fairly the state of affairs.

APPENDIX No. IX. (C).

Handed in by Mr. E. A. Rigby, Huddersfield. (Q. 40774.)

HUDDERSFIELD UNION.

PARTICULARS AS TO DIFFERENTIAL TREATMENT AS BETWEEN No. 1 AND No. 2 RELIEF DISTRICTS.

F. J., 35 years, widow; two children, 12 years and 10 years.
Resided in the township of Lockwood and was repeatedly refused relief on account of alleged immoral conduct. She removed a short distance across the stream and went to reside in the township of Almondbury, No. 2 District.
She was allowed 5s. a week, and this was continued over 12 months in spite of repeated reports by the relieving officer.
The relief was ultimately discontinued on receipt of post-card—an offensive picture.
J. W. B., 39 years, chronic bronchitis; wife, 35 years, has not a good character; niece, 9 years.
In No. 1 Section an order was made for 4s. relief in kind only.

On removal to No. 2 Section an order was made for 4s. in money and 3s. in kind, and 2s. for milk, recommended by the doctor.
The relieving officer says there are eight persons living in the house and probably only one bedroom.
D. J., 82 years; wife, 76 years.
Resided in the Kirkbarton District and received 6s. relief. They removed into the No. 2 District and were at once given 10s. relief.
S. A. D., 77 years.
Resides with a son, A. D. Three sons each give her 1s. 1½d. weekly. The guardians give her 2s. 6d.
The above son is secretary of the Friendly Societies Guardians' Election Committee and one of the signatories of their manifesto.

APPENDIX No. X. (A).

Handed in by Mr. A. E. Booker, Sheffield. (Q. 40863.)

SHEFFIELD UNION.

STATEMENT SHOWING PAUPERISM AND COST OF RELIEF THEREOF FROM THE YEARS 1887 TO 1906.

Year.	Population.	Outdoor.		Indoor.	
		Pauperism on January 1st.	Expenditure for year ended Lady Day.	Pauperism on January 1st.	Expenditure for year ended Lady Day.
			£		£
1887 -	183,134	5,743	22,942	1,695	13,679
1888 -	—	5,395	19,761	1,628	13,347
1889 -	—	3,505	14,944	1,470	13,108
1890 -	—	2,863	12,145	1,194	12,296
1891 -	204,675	2,551	10,542	1,272	12,845
1892 -	—	2,479	10,051	1,379	14,919
1893 -	—	2,602	10,507	1,643	15,878
1894 -	—	3,332	12,881	1,706	17,567
1895 -	—	3,177	13,194	1,839	18,091
1896 -	—	3,001	12,598	1,844	18,642
1897 -	—	2,764	12,447	1,658	17,917
1898 -	—	2,666	12,276	1,724	19,300
1899 -	—	2,416	11,622	1,839	19,194
1900 -	—	2,422	11,420	1,805	20,917
1901 -	229,441	2,212	11,735	1,855	25,574
1902 -	*246,146	2,258	12,174	2,096	†24,915
1903 -	—	*2,598	13,520	2,120	25,297
1904 -	—	2,809	15,013	2,285	28,117
1905 -	—	3,029	15,788	2,316	27,861
1906 -	—	2,980	16,629	2,216	27,158

* Area of Union increased from April 1st, 1902.
† Return for this year altered in form (i.e. maintenance of lunatics being shown under head of in-maintenance), but these figures are in respect of in-maintenance only.

APPENDIX No. X. (B).

Handed in by Mr. A. E. Booker, Sheffield. (Q. 40879.)

SHEFFIELD UNION.

CASES IN WHICH INDOOR RELIEF WAS OFFERED, BUT REFUSED, AND FOOD WAS SUPPLIED BY
RELIEVING OFFICER FOR CHILDREN.

Letter.	Age.	Occupation.	Rent of house.	No. of rooms occupied.	No. of children.	Reasons for insisting on indoor relief.
A. Wife.	47 39	Furnaceman Hawker Man in union hospital. Wife asked outdoor relief.	Fur. 6s.	3	4	Drinking couple. Undesirable lodgers. Bad surroundings. Neglect. Co-habited 7 years prior to marriage. Had 5 illegitimate children, 4 died.
B. Wife.	27 25	Table-knife grinder Buffer Man in union hospital. Wife asked outdoor relief.	2s. 6d.	2	3	Drinking couple. Gossipy woman. Wretched home and surroundings.
C. Wife	57 47	Labourer Man in workhouse. Wife asked outdoor relief.	Fur. 6s.	3	4 dependent 1 working	Man bad character. Wife indolent. Dirty home. Bad surroundings.
D. Wife.	36 31	Labourer Man epileptic. Asked outdoor relief.	Fur. 5s.	3	2	Man idle. Wife intemperate. Children neglected.
E. Wife.	50 47	Painter Man in workhouse. Wife asked outdoor relief.	3s. 9d.	3	5 dependent 2 working	Both very unsteady. Dirty home. Overcrowded.
F. Wife.	63 43	Hawker " Man in hospital. Wife asked outdoor relief.	Fur. 6s.	1 others let off.	5	All live and sleep in one dirty room. Had no settled home for 19 years ; been tramping about.
G. Wife.	35 32	Labourer Man in union hospital. Wife asked outdoor relief.	Fur. 5s.	2	6	Intemperate couple. Dirty home. Overcrowded. Children neglected.
H. Wife.	55 46	Filecutter Charwoman Man went in union hospital. Wife refused.	3s. 6d.	3	2	Man has lead colic (? paralysis). Wife a weak-minded woman. House dirty. No furniture.

APPENDIX No. X. (C).

Handed in by Mr. A. E. Booker, Sheffield. (Q. 40902.)

SHEFFIELD UNION

SCHEDULE SHOWING THE ORIGINAL COST OF THE UNION WORKHOUSE WITH THE NUMBER OF INMATES AS FIXED BY THE LOCAL GOVERNMENT BOARD, TOGETHER WITH A STATEMENT OF RECENT EXPENDITURE IN CONNECTION WITH THE SEPARATION OF THE HOSPITAL.

	£	s.	d.	£	s.	d.
Purchase of land, etc., including £2,200 for leasehold interest in house thereon - -				16,808	0	0
Cost of workhouse buildings, including solicitors', surveyors', and architects' charges, raising loans, well-sinking, sewage works, clerk of works' salary, etc. - - -	174,918	16	4½			
Less—						
Bricks sold, rent of land, cottages, etc. - - - - -	9,689	3	0			
				165,229	13	4½
				£182,037	13	4½

Accommodation as fixed by the Local Government Board, 1,747, exclusive of 80 adult vagrants and 8 children.

Separation of Hospital.

In connection with the separation of the hospital from the other part of the institution the following additional amounts have been spent, viz. :—

	£	s.	d.
Nurses' home and hospital laundry - - - - -	20,000	0	0
Administrative block, entrance lodge and receiving wards - - - - -	48,000	0	0
	£68,000	0	0

APPENDIX No. X. (D).

Handed in by Mr. A. E. Booker, Sheffield. (Q. 40957.)

SHEFFIELD UNION.

PARTICULARS OF THE WEEKLY COST OF THE DIETARY OF EACH OF THE SEVERAL CLASSES OF INMATES OF THE WORKHOUSE.

No. of diet.	Weekly cost.	No. of diet.	Weekly cost.
	s. d.		s. d.
1 and 1a - - - -	2 9	3 and 3a - - - -	2 2
2 and 2a - - - -	2 10	4 and 4a - - - -	2 5
2b - - - -	3 1½	4b - - - -	2 10

APPENDIX No. XI. (A).

Handed in by Mr. A. Dearden, Ecclesall Bierlow. (Q. 41118.)

ECCLESALL BIERLOW UNION.

History Sheet No. _____

Name of Applicant _____ Age _____

Address _____ Lodger or }
Householder }

If Lodger, with whom? _____

Index No.

Date of Application.	<div>BOUNDS</div> <div>Nature and cause of Application and how dealt with.</div>	Orders of the Guardians.	Initials of Guardian.

APPENDIX No. XI. (A).—continued.

Handed in by Mr. A. Dearden, Ecclesall Bierlow. (Q. 41118.)

Date.	Rent.	Length of Residence in the Union.		Settlement.		Creed.	Date of Stoppage.			
(a) Name of Applicant and Family.		M.S. or W.	Date of Birth.	Where born : Address.	Trade.	Name and Address of Employer.	Earnings of self and Children.		Contributions to Parents.	
							s.	d.	s.	d.
(b) Children under 14.										
(c) Children over 14.										
Other Sources of Income.				Other Questions.						
Sick Clubs - - -				Arrears of Rent		Insurance.				
Pensions - - -				Other Debts		Amount due at Death				
Lodgers - - -				Name of nearest relative or friend }		Amount of Premium				
Apartments - - -				Address		Name of Society				
Relief given in money						Person nominated				
" " " kind -						Person holding Policy				
						Address				
Date of late husband's or wife's death				When and where last chargeable						
Place of his or her death				Period of residence in the Parish without interruption and not being in receipt of relief						
MARRIAGE.										
Where Married.		Date of Marriage.		Maiden Surname of Wife.			State if Certificate has been Inspected.			
HEREDITY.										
Names of Relatives who have been Chargeable.		Address.		Year and Month Chargeable.			Length of Time Chargeable.			

APPENDIX No. XI. (A).—continued.

Handed in by Mr. A. Dearden, Ecclesall Bierlow. (Q. 41118.)

[illegible]

Relieving Officer.

RELATIVES LIABLE TO MAINTAIN.

APPENDIX No. XI. (B).

Handed in by Mr. A. Dearden, Ecclesall Bierlow. (Q. 41173.)

Union Offices,
The Edge, Sheffield,
January 1st, 1907.

To the Chairman and Members of the Ecclesall Bierlow Board of Guardians.

GENTLEMEN,—I give you a résumé of work done during the past three years:—

The amount of Relief paid to Settled and Non-Settled Poor excluding the Non-Resident.

	1904.	1905.	1906.
	£ s. d.	£ s. d.	£ s. d.
Settled Poor	5,742 12 5½	5,486 12 8½	5,261 2 1
Non-Settled Poor	720 5 1	658 17 8½	729 4 10½
TOTALS	6,462 17 6½	6,145 10 5	5,990 6 11½

The Weekly average number of persons and cases.

Old and Infirm.			Able-Bodied.					Average Number of Cases.
Year.			Out of Work.	Temp. Sick.	In Health.	Sick.	Children.	
	M.	F.	M.	M.	F.	F.	C.	
1904.	109·3	401	9·5	21	160·4	13·3	528·6	711·8
1905.	115	389·9	9·7	16·8	144	12·4	481·8	680·8
1906.	108·3	381·4	4·2	11·8	127·8	6·5	402·8	650·1

Union Collector.—The number of receipts given and the amount collected.

Year.	Number of receipts given.	Amount Collected.
		£ s. d.
1904.	5,858	2,129 8 3
1905.	6,698	2,357 15 11
1906.	7,281	2,579 11 5

For year ending December 29th, 1906.—The number of admissions given, 1,231; new medical orders, 974 (permanent cases are supplied with a medical relief card); number of visits, 5,501; number of letters, accounts, enquiries, etc., sent out, 8,957; number of work orders given to the able-bodied, 151.

Lunatics.—The number removed to asylums, 110; detention orders, 15; discharged, 51; died 2.

Prosecutions.—The number of prosecutions, 201, in which the clerk appeared eighty-two times, and the union collector ninety.

Lodgers, Householders, etc.—The number of poor on the books on the 29th ultimo, was 641; householders 303; renting a room, 75; and 263 living with relatives or friends.

The Expenditure of the Poor.—The living of the poor is about the same as last year, viz.:—between 4d. and 5d. per diem. Animal food has been a little cheaper, but soap a ½d. per pound dearer.

Underfed Children's Order.—No case has been reported during the year.

Infant Life Protection Act.—One case reported, but on investigation found it did not come under the provisions of the Act as at present constituted.

Servants, Apprentices, and Adopted.—There are now only 14 children on the register, and thirty-seven visits have been made to them.

Case-papers.—The number of cases in the filing cabinet, 4,560; number extracted on account of death during the year, 207; number of settlement cases acknowledged and placed in the reserve boxes, 160.

Old Settlements investigated through Case-paper System.—Investigation has been made in eighteen cases, viz.:—13 inmates and 3 lunatics, and the yearly saving is £455 13s. 4d., also the sum of £93 14s. 7d. has been claimed and recovered from three unions in the case of the lunatics. List annexed.

Saving on the year comparing 1904 (i.e., the year before the case-paper) and 1906.

	£ s. d.	£ s. d.	£ s. d.
Out-Relief	481 10 4½		
Union Collector	450 3 2		
Settlements	549 7 11		
	1,481 1 5½		
Cost of Working	158 1 2		
		1,323 0 2½	
Net saving in 1905		907 8 11	
Total		2,230 9 2½	

Net saving between the years 1904 and 1906, with the saving in 1905 added.

APPENDIX No. XI. (B).—continued.

Handed in by Mr. A. Dearden, Ecclesall Bierlow. (Q. 41173.)

Salaries of Officers in the Out-Relief Department.

Officers.	1904.	1905.	1906.
	£ s. d.	£ s. d.	£ s. d.
Superintendent and Collector, also three Relieving Officers, General Assistant Officer up to March, 1905 - - - - -	781 8 0	800 7 11	795 0 0
Warrant Officer - - - - -	139 10 8	120 7 8	120 7 8
TOTALS - - - - -	920 18 8	920 15 7	915 7 8

The sum of £184 19s. 6d. for 1905 and £139 10s. 8d. for 1906, the salaries of the case-paper clerks are included in the cost of working the case papers.—I am, Gentlemen,

Yours obediently,
ALLAN DEARDEN.

SETTLEMENTS ADMITTED OF PAUPERS WHO WERE CHARGEABLE PRIOR TO 1ST OCTOBER, 1904 (i.e., THE DATE ON WHICH THE CASE PAPER SYSTEM COMMENCED).

Name of Pauper.	Date of Admission.	Removed to.
G., E. - - - - -	7th August, 1903 - - - - -	Belper Union.
D., J. - - - - -	13th July, 1904 - - - - -	Sheffield Union.
M., G. - - - - -	1st May, 1903 - - - - -	Sheffield Union.
S., L. P. - - - - -	7th May, 1904 - - - - -	Sheffield Union.
R., M. - - - - -	7th April, 1902 - - - - -	Sheffield Union.
F., M. A. - - - - -	10th July, 1901 - - - - -	Sheffield Union.
M., K. and children, N. and E. - - -	18th July, 1904 - - - - -	Sheffield Union.
*D., M. A. - - - - -	25th June, 1902 - - - - -	Wortley Union.
B., F. - - - - -	15th October, 1901 - - - - -	Sheffield Union.
*G., W. - - - - -	23rd March, 1900 - - - - -	Sheffield Union.
C., B., F., and C. H. - - - - -	12th April, 1901- - - - -	Sheffield Union.
B., J. - - - - -	6th June, 1904 - - - - -	Sheffield Union.
*J., E. M. - - - - -	6th July, 1904 - - - - -	Alcester Union.
B., G. - - - - -	11th May, 1904 - - - - -	Biggleswade Union.
W., J. - - - - -	9th September, 1904 - - - -	Sheffield Union.
H., E. J. G. - - - - -	18th July, 1900 - - - - -	Nottingham Union.
C., A. - - - - -	4th February, 1898 - - - - -	Sheffield Union.
D., S. A. - - - - -	6th November, 1903 - - - - -	Sheffield Union.

* Lunatics. † Receiving Out-door Relief.

APPENDIX No. XI. (C).

Handed in by Mr. A. Dearden, Ecclesall Bierlow. (Q. 41230.)

ECCLESALL BIERLOW UNION.

DETAILS OF FAMILY INCOME AND EXPENDITURE OF THE POOR.

R. W. and wife. 65 and 61.

<i>Income.</i>	s. d.	<i>Expenditure.</i>	s. d.
Relief - - - - -	6 0	Half rent of House - - - - -	2 4½
Runs errands - - - - -	1 0	1½ cwt. Coals - - - - -	1 0
		½ st. Flour, 8d. ; Barm, 1d. - - - - -	0 9
		2 ozs. Tea, 2d. ; 2 lbs. Sugar, 4d. - - - - -	0 6
		¼ lb. Margarine, 2½d. ; Soap, 1d. - - - - -	0 3½
		Treacle, 3d. ; Oatmeal, 2d. - - - - -	0 5
		1½ lb. of Meat Bits - - - - -	0 3
		Haddock and Herrings (2 for 1½d.) - - - - -	0 3
		Soda, ½d. ; Paraffin, 3d. - - - - -	0 3½
		Sundries - - - - -	0 10½
TOTAL - - - - -	7 0	TOTAL - - - - -	7 0

P. E. Aged 70 years.

<i>Income.</i>	s. d.	<i>Expenditure.</i>	s. d.
Relief - - - - -	2 6	Lodgings - - - - -	1 6
Son - - - - -	1 0	2 oz. Tea, 2d. ; 1 lb. Sugar, 2d. - - - - -	0 4
Daughter - - - - -	0 6	Coal - - - - -	0 9
		Bread, 2 Cobs - - - - -	0 3
		¼ lb. Butter - - - - -	0 3½
		Milk - - - - -	0 1½
		2 lbs. Meat Bits - - - - -	0 6
		Sundries - - - - -	0 3
TOTAL - - - - -	4 0	TOTAL - - - - -	4 0

C. M. Aged 75.

<i>Income.</i>	s. d.	<i>Expenditure.</i>	s. d.
Relief - - - - -	4 0	Lodgings Free - - - - -	- -
		Coal and Light - - - - -	1 3
		¼ lb. Butter - - - - -	0 3½
		Bread, 2 Cobs - - - - -	0 3
		1 lb. Sugar - - - - -	0 2½
		Meat, 2 lbs. - - - - -	0 7
		Milk, 2 qts. - - - - -	0 7
		Packet Cocoa - - - - -	0 2
		Soap and Sundries - - - - -	0 8
TOTAL - - - - -	4 0	TOTAL - - - - -	4 0

A. C. Aged 75.

<i>Income.</i>	s. d.	<i>Expenditure.</i>	s. d.
Relief - - - - -	3 0	Lodgings free - - - - -	- -
		Gas free - - - - -	- -
		1 lb. of Bacon - - - - -	0 9
		1 lb. Sugar - - - - -	0 2
		2 oz. of Tea - - - - -	0 4
		3 Loaves of Bread - - - - -	0 6
		¼ lb. of Butter (given) - - - - -	- -
		Eggs - - - - -	0 3
		Coal, ¾ cwt. - - - - -	0 7½
		Sundries - - - - -	0 4½
TOTAL - - - - -	3 0	TOTAL - - - - -	3 0

APPENDIX No. XI, (C).—continued.

Handed in by Mr. A. Dearden, Ecclesall Bierlow. (Q. 41230.)

T. T. Aged 66.

<i>Income.</i>		s. d.	<i>Expenditure.</i>		s. d.
Relief	- - - - -	4 6	Lodgings	- - - - -	1 6
			Coal, $\frac{1}{2}$ cwt.	- - - - -	0 5 $\frac{1}{2}$
			Paraffin	- - - - -	0 0 $\frac{1}{2}$
			6 Loaves	- - - - -	1 0
			2 oz. Tea	- - - - -	0 2
			7 pints Milk	- - - - -	0 10 $\frac{1}{2}$
			Sundries	- - - - -	0 2
			$\frac{1}{4}$ lb. Dripping	- - - - -	0 1 $\frac{1}{2}$
			1 lb. Sugar	- - - - -	0 2
TOTAL	- - - - -	4 6	TOTAL	- - - - -	4 6

E. S. Aged 35. Four children under 13.

<i>Income.</i>		s. d.	<i>Expenditure.</i>		s. d.
Charwoman	- - - - -	12 0	Rent	- - - - -	5 3
		{ and food.	Coal and Light	- - - - -	1 6
Relief	- - - - -	2 6	Insurance	- - - - -	0 6
2 Loaves	- - - - -	0 10	Bread	- - - - -	1 7
			Meat, 2 $\frac{1}{2}$ lbs.	- - - - -	1 0
			Tea, $\frac{1}{4}$ lb.	- - - - -	0 4 $\frac{1}{2}$
			Sugar, 3 lbs.	- - - - -	0 6
			Butter, $\frac{1}{2}$ lb.	- - - - -	0 6
			Dripping, 1 lb.	- - - - -	0 6
			Rice or Sago	- - - - -	0 3
			Milk, 2 quarts	- - - - -	0 6
			Potatoes	- - - - -	0 2 $\frac{1}{2}$
			Eggs, 2	- - - - -	0 1 $\frac{1}{2}$
			Soap and Soda	- - - - -	0 3 $\frac{1}{2}$
			Sundries (for Clothing, etc.)	- - - - -	2 3
TOTAL	- - - - -	15 4	TOTAL	- - - - -	15 4

B. C. Aged 72.

<i>Income.</i>		s. d.	<i>Expenditure.</i>		s. d.
Relief	- - - - -	3 0	Room	- - - - -	1 7
Son	- - - - -	1 7	$\frac{3}{4}$ cwt. Coal	- - - - -	0 7 $\frac{1}{2}$
			3 Loaves at 2 $\frac{1}{2}$ d.	- - - - -	0 7 $\frac{1}{2}$
			2 ozs. Tea	- - - - -	0 2 $\frac{1}{2}$
			1 lb. Sugar	- - - - -	0 2
			2 lbs. Meat	- - - - -	0 6
			1 pint Lamp Oil	- - - - -	0 1
			$\frac{1}{2}$ lb. Soap	- - - - -	0 1
			1 oz. Tobacco	- - - - -	0 3
			Sticks	- - - - -	0 1
			$\frac{1}{4}$ lb. Cheese	- - - - -	0 2 $\frac{1}{2}$
			$\frac{1}{4}$ lb. Bacon	- - - - -	0 2
TOTAL	- - - - -	4 7	TOTAL	- - - - -	4 7

APPENDIX No. XI. (C)—continued.

Handed in by Mr. A. Dearden, Ecclesall Bierlow. (Q. 41230.)

L. E. and M. 65 and 38 years.

Income.								s.	d.	Expenditure.								s.	d.
Relief	-	-	-	-	-	-	-	2	6	Rent	-	-	-	-	-	-	-	3	6
Relief	-	-	-	-	-	-	-	2	6	Coal (two fires)-	-	-	-	-	-	-	-	1	6
Earnings	-	-	-	-	-	-	-	4	0	$\frac{1}{2}$ st. Flour-	-	-	-	-	-	-	-	0	$8\frac{1}{2}$
										Barm	-	-	-	-	-	-	-	0	$1\frac{1}{2}$
										3 ozs. Tea	-	-	-	-	-	-	-	0	3
										2 lbs. Sugar	-	-	-	-	-	-	-	0	4
										1 lb. Soap	-	-	-	-	-	-	-	0	$2\frac{1}{2}$
										$\frac{1}{2}$ lb. Dripping	-	-	-	-	-	-	-	0	3
										$1\frac{1}{2}$ lbs. Meat	-	-	-	-	-	-	-	1	0
										Candles	-	-	-	-	-	-	-	0	1
										$1\frac{1}{2}$ pints Lamp Oil	-	-	-	-	-	-	-	0	3
										Sticks	-	-	-	-	-	-	-	0	1
										Apples	-	-	-	-	-	-	-	0	2
										Milk	-	-	-	-	-	-	-	0	1
										$\frac{1}{4}$ lb. Butter	-	-	-	-	-	-	-	0	$3\frac{1}{2}$
										Salt, Mustard, Pepper, etc.	-	-	-	-	-	-	-	0	2
TOTAL								9	0	TOTAL								9	0

ALLAN DEARDEN, Superintendent of Out Relief.
JOHN G. LITTLE, Relieving Officer, No. 1 District.
JOHN R. CROOKES, " " " 2 "
ALEXANDER HILL, " " " 3 "

APPENDIX No. XII. (A).

Handed in by Mr. Benjamin North, Huddersfield. (Q. 41761 (38).)

INDUSTRIAL SUPERANNUATION SCHEME OR OLD AGE PENSIONS.

There shall be a central industrial superannuation authority in every city, county, borough, town or village, composed of representatives of public bodies and friendly societies as follows :—

Cities and Boroughs.

Mayors and Deputy-Mayors; Chairman of each Committee of municipal bodies; Chairman and Vice-Chairman of boards of guardians; six members of registered friendly societies.

Urban and Rural Councils.

Chairman and Vice-Chairman and Chairman of each Committee; Chairman and Vice-Chairman of board of guardians; six members of registered friendly societies.

There shall be a register kept in the centre of every district of all industrious persons.

Funds shall be raised as follows :—

It shall be imperative on all persons to give a stamped receipt of wages either weekly, monthly, or quarterly at the following rate per week :—

- $\frac{1}{2}$ d. Stamp on 10s. and under 20s.
- 1d. " " 20s. to 30s.
- $1\frac{1}{2}$ d. " " 30s. " 40s.
- 2d. " " 40s. " 50s.
- $2\frac{1}{2}$ d. " " 50s. " 60s.

That for superannuation purposes :—

- $\frac{1}{2}$ d. be added to the Income Tax.
- $\frac{1}{2}$ d. be added to receipt stamp £2 to £50.
- $\frac{1}{2}$ d. for each additional £50.

Small shopkeepers, vendors, hawkers, and persons of irregular employment shall give to the registry office a stamped receipt of their average earnings, either weekly monthly or quarterly as per scale.

A registry shall be kept in every district of all industrious persons unfortunately out of employ.

The idle, the dissolute, the tramp, and all others who neglect to avail themselves of the stamp receipt register will when old and infirm and destitute be subjected to Poor Law relief.

APPENDIX No. XII. (A)—*continued.**Handed in by Mr. Benjamin North, Huddersfield. (Q. 41761 (38).)**Distribution of the Funds.*

The National Exchequer shall meet the calls made by the industrial superannuation authority. The registered friendly societies of every district shall be authorised to appoint from amongst their members so many persons as each district require; all such appointments to be approved by the central authority; they shall be called the industrial superannuation officers.

They shall distribute the weekly allowances to the aged poor, by the order of the central authority. The registered friendly societies shall be subsidised for the work.

All persons who have become poor and infirm at the age of sixty-five or those who through sickness or accident

or otherwise prematurely aged and unable to work at forty-five years and upwards shall give evidence of their position which, if satisfactory to the industrial authority, shall entitle them to a sum of not less than 5s. per week and in no case shall the sick allowance of a friendly society be taken into consideration.

Friendly societies are herein acknowledged in the distribution of this proposed national superannuation scheme as being bodies or associations of thrifty individuals regularly distributing sickness and funeral benefits already throughout every district and throughout the length and breadth of the country, and even more particularly in the congested districts where this distribution would be most required.

APPENDIX No. XIII. (A).

Handed in by Mr. George Abbott, Sheffield. (Q. 42367.)

EXTRACT FROM RULES OF THE SHEFFIELD AND HALLAMSHIRE DISTRICT BRANCH OF THE ANCIENT ORDER OF FORESTERS FRIENDLY SOCIETY.

Accident Compensation.

21. Sec. 1.—Any member who shall become totally blind or as the result of an accident occurring after his admission to the district be rendered permanently unable to follow his usual trade or occupation, shall, subject to the following conditions, become entitled to a sum of money not exceeding £75, which, under special circumstances, shall be paid to the member in such proportion and at such times as may be determined upon by the committee.

Sec. 2. *Application for Grant.*—All applications for the grant shall be made by the member to his court, within three months of the date of the certificate of permanent total blindness or accident. If the members of the court think the applicant worthy of a grant, a resolution to that effect must be entered upon the minute book, and notice of the application sent to the district secretary on a form provided for that purpose, within twenty-one days afterwards. The district secretary shall, within twenty-one days of receiving the application, call a meeting of the compensation committee, who shall investigate the case and lay the facts before the first ensuing district meeting, by whom alone the grant can be made. Should they deem it desirable, they shall have power to require the applicant to submit himself for examination by any medical practitioner whom they may select. The cost of the examination and any other expenses to be paid from this fund. Whenever a grant is made, the management committee shall make arrangements for the presentation of such grant upon receipt of which the member shall declare off the sick fund of his court, and shall not afterwards be eligible for sickness allowance for such blindness or accident.

Sec. 3. *Causes which bar Claims.*—Members cannot make claim for compensation grants, if—

(a) At the date of their accident their arrears of contribution and other dues amount to more than sixteen weeks' contribution.

(b) The accident was caused through drunkenness or other personal misconduct at the time.

Sec. 4. *Registration of Applications.*—Whenever any application for a compensation grant is made the district secretary shall register the same in a book provided for that purpose, giving particulars of the nature and effects of the accident, date of its occurrence, and attestation by one or more medical practitioners, or other persons.

Sec. (5) *Obtaining Grant through Fraud or Misrepresentation.*—Should any member obtain the compensation grant through fraud or misrepresentation of the cause or effects of his accident, and afterwards resume his usual occupation, he shall refund the amount granted, and be expelled without prejudice to any liability to prosecution which he may have incurred.

Sec. 6. *Appointment of Committee.*—At the October district meeting in each year, five members (not more than one from any particular court) shall be elected, who, together with the district officers and trustees for the time being, shall be the compensation committee.

Sec. 7. *Method of raising Amount required for Grant.*—Each court shall contribute the sum of sixpence each benefit member, or such other sum as may be required, whenever a grant has been made. These contributions may be made either from the Court Subsidiary Benefit Fund, or the court may, if they prefer, make a direct levy upon their members for the amount required.

Sec. 8. Members shall register with their court secretary, in a book provided for that purpose, particulars of any accident to them, within twenty-one days of the date of such accident, failing which, the committee shall have power to refuse any grant from this fund. The court secretary shall forward to the district secretary a copy of these registered particulars along with the first quarterly returns due after the registration.

APPENDIX No. XIV. (A).

Handed in by Mr. R. Waite, King's Norton. (Q. 43268.)

KING'S NORTON UNION.

ANALYSIS OF EXPENDITURE ON THE RELIEF OF THE POOR FOR THE YEAR ENDED MICHAELMAS, 1905.

	£	Percentage.
In Maintenance, Workhouse - -	5,364	9·091
„ Infirmary - -	4,244	7·193
„ Cottage Homes - -	1,786	3·027
„ for all Institutions - -	11,394	19·303
Rations for 73 Officers - -	2,513	4·259
Salaries and Wages - -	8,124	13·786
Lunatics - -	10,545	17·873
Outdoor Poor (including Labour Test) - -	10,492	17·78
Repayment of Loans - -	8,604	14·583
Care of Building—Furniture, Rents, Taxes and Insurance - -	4,870	8·254
All other Charges - -	2,444	4·142
Total Expenditure	£58,986	

Average number maintained for the above period :—

	Average Cost per Week.
	s. d.
Workhouse - - - -	4 10½
Infirmary - - - -	6 9¼
Cottage Homes - - -	3 6¾
All Institutions - - -	5 1¾
Officers' Rations - - per individual	13 1

or a Total Cost per week of £58 6s. 6¼d.

Lunatics - - - - 400 at a Cost per week of 10s.

Maintenance of Inmates costs	3 10¾	in every 20s.
Repayment of Loans	2 11	„
Care and Maintenance of Property - -	1 7¾	„
Outdoor Relief - -	3 6½	„
Maintenance of Lunatics	3 6¾	„
Officers' Rations - -	0 10¼	„
Salaries and Wages	2 9	„
Other Charges - -	0 10	„

Summarising the above under the heads of Maintenance and Shelter of the Poor and Cost of Administration :—

Maintenance of Poor.

	s. d.
Food and Clothing	3 10¾
Outdoor Relief - - - -	3 6½
Repayment of Loans - - -	2 11
Care of Property - - - -	1 7¾
Maintenance of Lunatics - - -	3 6¾
	15 6¾

Administration.

	s. d.
Officers' Food - - - -	0 10¼
Salaries and Wages - - -	2 9
Other Charges - - - -	0 10
	4 5¼

APPENDIX No. XV. (A).

Handed in by Rev. Canon Astbury, King's Norton. (Q. 43543.)

Cottage Homes,
Northfield, near Birmingham.

March 22nd, 1907.

REVEREND AND DEAR SIR,—I should have communicated with you earlier, but I have waited for an answer to a letter I have written to Grimsby, which I am sorry to say has not yet arrived.

Fishing Service.

We have sent ten boys to the Grimsby fishing service, and of those, as far as I know at present, one is a skipper, two are third hands and five are still apprentices. The other two left the Homes in 1894 and I have not heard from them for some time. When last heard of they were going on all right. I understand a good skipper can make as much as £1 a day when at sea. One of the boys soon after he had completed his apprenticeship stated in a letter : “ My weekly wage is 30s. besides my share of the liver money, and I do not think that is bad for a start. I have comfortable lodgings and am getting on beautifully.” Another who has not yet completed his first year's apprenticeship informs me that, in addition to everything being found on land as well as at sea, he is already making an average of 8s. per week.

Only one boy has been reported to us for giving trouble,

and the last time I was in Grimsby I was told he had settled down and was going on nicely.

Although a rough life the boys seem to like it when once they have got used to it.

Royal Navy.

Our boys are not sent to training ships preparatory to entering the Royal Navy, but are entered direct through the local recruiting office. Up to the present seventeen have entered. I am unable to give an account of advancements to the different ratings, but judging from conversations I have had with the boys when they have visited the Homes, and their general conduct, I should say the majority have done well and have been a credit to themselves and the Homes.

As I have often said, it seems a great pity that good intelligent boys, physically fit, should be rejected because they fall a little short of the standard in height, and boys intellectually inferior accepted because they happen to come up to the standard. In short, height is considered of more importance than brains.

Trusting the information I have given will meet your requirements,—I remain,

Yours respectfully,

CHAS. T. DAVIS.

Superintendent of the Homes.

APPENDIX No. XVI. (A).

Handed in by Mr. Senior Fothergill, Birmingham. (Q. 43825 (2).)

PARISH OF BIRMINGHAM.

STATISTICS AS TO NUMBER OF INDOOR AND OUTDOOR POOR, AND COST OF RELIEF AT VARIOUS PERIODS FROM 1883 TO 1906.

The following Return has been prepared by the superintendent of out-relief. It was submitted by him to the various relief committees, and they were agreed in advising that it should be printed and circulated amongst the members of the Board. This met with the approval of the Central Outdoor Relief Committee.

Number of indoor and outdoor poor during the following years :—

Year.	Population.	Number of Paupers chargeable on the 1st January in each year.		Total.	Cost of Out-Relief for the Year ended Christmas.
		Indoor.	Outdoor.		
1883	246,352	2,524	4,864	7,388	£ 15,522
1888		3,147	2,406	5,553	6,807
1893		3,017	778	3,795	2,236
1898		2,868	952	3,820	3,968
1900	245,522	3,158	1,086	4,244	4,927
1901		3,160	1,242	4,402	5,781
1902		3,251	1,375	4,626	5,890
1903		3,343	1,465	4,808	5,993
1904		3,522	1,458	4,980	6,193
1905		3,738	1,683	5,421	6,325
1906		3,658	1,638	5,296	6,331
1907		3,528	1,494	5,022	

The infirmary was opened as a separate institution in February, 1889. The method of election, and the qualification of guardians of the poor were altered in 1894, and guardians from that date are elected for the various wards of the parish. The next table shows the increased cost of relief and number of paupers in each relief district comparing 1901 with 1906.

District.	Average weekly number of Outdoor Poor for the Year ending Lady-Day.		Increase per Cent.	Cost of Out-Relief during the Year ended Lady-Day.	
	1901.	1906.		1901.	1906.
1	243	359	47·7	£ 1,046	£ 1,524
2	435	465	6·8	2,129	2,111
3	200	287	43·5	907	1,228
4	227	407	79·3	1,085	1,550

There has been a gradual increase in both indoor and outdoor poor since 1894.

The relief committees have been charged recently with giving orders for the workhouse to persons applying for outdoor relief, thereby contributing to the overcrowded state of that Institution. There has been a continuous diminution of such orders since 1883. The following table shows that there is no foundation whatever for such a statement.

Year.	Orders for the Workhouse made by the Relief Committees.	For Number of Persons.	Number of those Orders used.	For Number of Persons.
1883	1,138	2,880	344	497
1888	99	217	33	59
1890	39	55	14	20
1905	8	15	4	11

Of the eleven persons to whom orders were given in 1905, four were subsequently removed to another parish. The remainder had on several occasions been cautioned for neglecting their homes and children. The general surroundings in each case were very unsatisfactory, and the committees felt that out-relief should not be continued under such circumstances. The recipients had every assistance given them of improving their condition, but no alteration took place, and orders for the workhouse were therefore given.

SENIOR FOTHERGILL,
Superintendent.

STATEMENT BY THE CLERK.

The Clerk desires to explain to those guardians who were not members of the board in the year 1883, the cause for the reduction in the number of persons receiving out-relief at the close of the year 1893, and the decrease in the amount of relief for the same period, as compared with the number and cost at the close of 1883, Early in the year 1883 the attention of the board was drawn to the somewhat alarming condition of out-relief in the parish, and a special committee was appointed to consider the subject. This committee, with the sanction of the board, framed a series of regulations for adoption

APPENDIX No. XVI. (A).—continued.

Handed in by Mr. Senior Fothergill, Birmingham. (Q. 43825 (2).)

by the various relief committees, and by adhering to them it helped to a great extent in bringing about uniformity of treatment by the relief committees. About this time the Local Government Board Inspector for the district (Mr. J. J. Henley) was impressing upon the board the absolute necessity for improving their nursing arrangements at the workhouse, and urging them to provide, as soon as possible, a separate institution for the treatment of sick poor. Pending the board coming to a decision respecting the provision of a separate infirmary, he advised the guardians to send a deputation to the workhouse at Brownlow Hill, Liverpool, for the purpose of ascertaining the facts associated with the system of the engaging of visiting physicians and surgeons to assist in the treatment of the indoor sick poor. In the course of making investigations as to the administration of both in and out-relief in Liverpool, the deputation were much impressed with the valuable information given them respecting the employment of a superintendent and a cross-visitor in the out-relief department. The deputation's report in favour of the engaging of visiting physicians and a surgeon were adopted by the board, and the special committee were next empowered to consider the question of appointing a superintendent to take sole charge of the out-relief work of the parish. The relieving officers at this time, with one exception, were well advanced in years. It was generally known by the guardians that, owing to this fact, and the number

of cases on the relief lists being exceptionally large, the relieving officers were quite unable to make the necessary investigations to enable them to report the whole facts to the relief committees. After some amount of discussion it was decided by a large majority of the board to appoint a superintendent of out-relief, and also a cross-visitor to assist in a careful investigation being made of all the cases then on the relief-books. As the older relieving officers retired younger men were appointed as their successors, and these new officers, together with the superintendent, began to devote particular attention to persons receiving relief, and to make thorough investigations respecting all fresh applicants. The result of this is shown in the foregoing tabulated statement. The out-relief staff consisted in 1883 of five medical officers (partially employed), five relieving officers, an assistant relieving officer, and two pay-clerks. The superintendent recommended soon after his appointment that another relieving officer should be engaged. This proposal was approved by the board. In the course of time the number of persons in receipt of relief had so greatly declined that the staff was rearranged upon several occasions, and now consists in addition to the superintendent, of two medical officers, four relieving officers, an assistant relieving officer and one pay-clerk who also acts as cross-visitor.

CHARLES FLETCHER,
Clerk.

APPENDIX No. XVII. (A).

Handed in by Dr. Bygott, Birmingham. (Q. 44133.)

PARISH OF ASTON IN BIRMINGHAM.

STATEMENT AS TO RELATION BETWEEN HOUSING CONDITIONS AND SICKNESS.

In the accompanying list of patients the Ward in which the patient resides is denoted :

- B.—St. Bartholomew's.
- D.—Deritend.
- B.—Bordesley.

EXTRACTED FROM MEDICAL OFFICER OF HEALTH'S REPORT FOR 1905.

—	Population.	Acreage.	Population per Acre.	Ordinary Death Rate.	Infant Mortality per 1000.
St. Bartholomew's -	15,000	200	79.1	23.1	207
Deritend - - -	31,003	279	85	20.6	205
Bordesley - - -	58,464	1,387	42.2	13.4	131

There is a little discrepancy in our figures, we reckon our population for Poor Law purposes at about 120,000.

The diagnosis of the diseases in many cases is not accurate, the practical information required from me was :

- (a) Is patient fit for work ;
- (b) Is he fit for removal to Workhouse considering that fact as to whether he suffers from an infectious disease ;

the examinations were not made so carefully as if I intended to treat the disease.

Number of houses of patients in	Deritend Ward - - - - -	46
"	St. Bartholomew's Ward - - - - -	19
"	Bordesley - - - - -	35
		100

APPENDIX No. XVII. (A).—*continued*.*Handed in by Dr. Bygott, Birmingham. (Q. 44133*

Name of Pauper.	Age.	Residence.	Nature of Disease.	District.	Housing Conditions.
1. A. B. -	40	6, Retreat, Bordesley Park Rd.	Rheumatism, etc.	B	Back to back, in poor condition.
2. C. R. -	67	109, Fourth Avenue - -	Mental enfeeblement (lead).	B	Good house, rent about 7s.
3. M. Y. -	62	10-5, Garrison Lane - -	Bronchitis.	B	Back to back, in poor condition.
4. M. A. F. -	50	10-6, Garrison Street - -	Rheumatism.	B	" " " "
5. E. D. -	62	23, Butler Street South -	Growth in chest.	B	Front house, double.
6. H. P. -	50	37, Vaughton Street - -	Rheumatism, etc.	D	" " " squalid.
7. J. J. -	84	211, Alcester Street - -	Old age.	D	" " single, very poor street.
8. E. D. -	54	17, Great Barr Street - -	Alcoholism.	B	Back to back, squalid.
9. W. T. -	38	13-7, Moseley Street - -	Phthisis, etc.	D	" " "
10. G. T. -	43	2 ch., 159, Moseley Street -	Bronchitis.	D	" " "
11. E. J. -	53	22-6, Bradford Street - -	"	D	" " "
12. E. G. -	22	19, Ivy Lane - - - -	Gonorrhœa.	B	Single house, "
13. H. T. J. -	12	20, Glover Street - - -	Diabetes.	B	Back to back, squalid and dirty.
14. E. H. -	57	1-1, Westley Street - -	Destitution.	B	" " "
15. L. H. -	10	1-1, Westley Street - -	"	B	" " "
16. E. G. -	47	2-7, Moseley Road - - -	Indigestion.	B	" " "
17. W. H. -	36	26, Heath Mill Lane - -	Epilepsy.	B	Double house, comfortable.
18. F. Y. -	39	4, Victoria Terrace, Westley Street.	Confinement.	B	Back to back, very squalid, bedroom window in next room knocked out; house dirty.
19. E. W. -	9	6-8, Watery Lane - - -	Scarlet fever.	B	" " squalid and dirty, patient was lying in a box.
20. A. E. T. -	39	8, Elm Terrace, Sydenham Road.	Cancer of womb.	B	House in decent terrace.
21. S. P. -	87	Adderley Street - - -	Old age.	B	Old fashioned street.
22. J. G. -	34	13-7, Darwin Street - -	Bronchitis.	D	Back to back, squalid.
23. W. E. C. -	43	8-2, Darwin Street - - -	Itch.	D	" " "
24. A. H. -	45	143, Cheapside - - - -	Diabetes.	D	Little shop, double house, clean and tidy.
25. T. E. -	36	20, Thomas Street - - -	Bronchitis, etc. (phthisis now).	D	Single house, poor street.
26. W. W. -	35	6, Lowe Street - - - -	Sores, syphilis.	D	Double house, clean street.
27. W. G. -	81	21, Little Barr Street - -	Old age.	B	Single house, untidy and squalid.
28. R. T. -	57	12-6, Upper Trinity Street -	Weak heart.	B	Back to back, " "
29. E. B. -	72	Earls Buildings, Leopold St.	Rheumatism.	D	" " clean.
30. T. H. -	63	12-4, Emily Street - - -	Heart disease.	D	" " "
31. W. H. -	39	31, Conybeare Street - -	Dilated heart.	D	Double house, clean and comfortable.
32. J. R. -	75	1-9, Arthur Street - - -	Bronchitis.	B	Back to back, poor.
33. S. S. A. -	48	71, Eversley Road - - -	Bronchitis.	B	Double house, clean and poor.
34. W. R. -	46	10, Bangor Road - - - -	Heart Disease.	B	" " new and tidy.
35. T. F. -	72	34, Sydney Road - - - -	Bronchitis.	B	" " dirty and untidy
36. M. S. -	76	Carrington Road - - - -	Bronchitis.	B	" " clean.
37. W. C. T. -	59	47, Kingston Road - - -	Rheumatism.	B	" " comfortable.
38. A. H. -	25	10, Keeley Street - - - -	Midwifery.	B	Back to back, very squalid and dirt
39. E. S. -	36	6, Marlborough Road - -	Heart Disease.	B	Comfortable, double.
40. E. L. -		Eversley Road - - - -	Bronchitis.	B	" " "
41. G. G. -	68	16, Saltley Street - - -	Bronchitis.	B	Back to back, old but clean.
42. E. G. -	67	16, Saltley Street - - -	Bronchitis.	B	" " "
43. S. T. -	65	178, Watery Lane - - -	Bronchitis.	B	" comfortable.
44. A. S. -	57	20, Regents Park Road -	Heart Disease, etc.	B	Double, poor but tidy.
45. M. A. D. -	80	66, Herbert Road - - -	Bronchitis.	B	" comfortable.
46. F. E. -	81	1, Gladstone Terrace, St. Andrews Road.	Bronchitis.	B	" clean and poor.
47. R. W. -	31	366, Bolton Road - - - -	Phthisis.	B	"
48. A. S. -	38	bk., 17, Doris Road - - -	Phthisis.	B	Back to back, squalid.
49. E. S. -	11	bk., 17, Doris Road - - -	Rheumatism.	B	" " "

APPENDIX No. XVII. (A).—*continued.**Handed in by Dr. Bygott, Birmingham. (Q. 44133.)*

Name of Pauper.	Age.	Residence.	Nature of Disease.	District.	Housing Conditions
50. J. S. -	1	bk., 17, Doris Road - -	Fits.	B	Back to back, squalid.
51. M. H. -	8	6, Milton Place, Herbert Rd.	Diabetes.	B	" " clean and poor (mother has a cancer of womb).
52. C. E. H. -	9 mths	8, Limes, Herbert Road -	Bronchitis.	B	Double, clean and poor.
53. A. S. -	55	124, Glover Street - -	Gout.	D	Back to back, dirty.
54. M. K. -	75	146, Sandy Lane - - -	Bronchitis.	B	" " clean and poor.
55. E. R. -	68	1 bk., 210, Alcester Street -	Diabetes.	D	" " squalid.
56. R. B. -	36	Bh., 6, Glover Street - -	Dead on arrival.	D	" " "
57. C. E. -	69	14-2, Darwin Street - -	Bronchitis.	D	" " clean and poor.
58. E. D. -	39	6, Lombard Street - -	Heart Disease.	D	Double house " "
59. F. P. -	68	168, Moseley Street - -	Bronchitis.	D	" " (occupies one room)
60. T. B. -	71	94, Charles Henry Street -	Bronchitis.	D	Back to back, clean and poor.
61. E. B. -	67	94, Charles Henry Street -	Indigestion.	D	" " " "
62. M. J. B. -	76	188, Cheapside - - -	Bronchitis.	D	Double, old, poor street, clean.
63. J. C. -	51	Rowton House - - -	Skin disease.	D	First-rate lodging house.
64. C. F. -	78	113, Alcester Street - -	Indigestion.	D	Double house.
65. I. K. -	42	20-1, Cheapside - - -	Bronchitis.	D	Back to back, squalid and dirty.
66. A. H. -	67	5, Montpelier Street - -	Bronchitis.	B	" " clean and poor.
67. C. W. -	47	9-6, Alcester Street - -	Bronchitis.	D	" " "
68. J. H. -	73	146, Leopold Street - -	Stroke.	D	Double house, "
69. S. H. -	77	146, Leopold Street - -	Bronchitis.	D	" " "
70. E. K. -	62	139, Sandy Lane - - -	No obvious disease.	B	" "
71. T. L. -	25	84, Cheapside - - -	Syphilis.	D	Back to back, squalid.
72. E. B. -	22	1 bk., 8, Little Edward Street	Pregnancy.	B	" " very squalid.
73. S. B. -	63	219, Alcester Street - -	Feeble-minded.	D	Double house, old street but respectable.
74. A. R. -	92	15-4, Cheapside - - -	No obvious disease.	D	Back to back, clean and comfortable.
75. G. D. -	59	47, Highgate Street - -	Kidney disease.	D	Double house, squalid.
76. S. A. H. -	69	1 bk., 181, Darwin Street -	Bronchitis.	D	" " "
77. E. H. -	84	3 bk., 61, Darwin Street -	Bronchitis.	D	Back to back, clean and poor.
78. S. C. -	77	132, Garrison Lane - -	Kidney disease.	B	Double house, comfortable.
79. E. W. -	57	1, Bread St. Pl., Garrison Lane	Heart disease.	D	Back to back, squalid.
80. S. W. -	76	35, Spon Terrace, Little Broom Street.	Bronchitis.	D	Double house, clean and poor.
81. G. W. -	35	Rowton House - - -	No disease.	D	First-rate lodging house.
82. T. W. -	71	Rowton House - - -	Slightly weak heart.	D	" " "
83. F. B. -	21	16-1, Palmer Street - -	Gonorrhœa.	B	Back to back, squalid, very dirty.
84. C. P. -	73	29, Conybeare Street - -	Bronchitis.	D	Double house, comfortable.
85. R. F. -	41	9, Church View, Stratford St.	Bronchitis.	B	" " clean and poor.
86. E. R. -	61	7-3, Highgate Street - -	Bronchitis.	D	Back to back, squalid.
87. N. B. -	41	5-4, Dymoke Street - -	Phthisis.	D	Back to back, clean and poor (widow, small earnings).
88. J. S. -	74	24, Erasmus Road - -	Bronchitis.	B	Double house, clean and poor.
89. W. S. -	45	13, Albert Terrace, Moseley St.	Phthisis.	D	Back to back, squalid.
90. C. G. -	36	58, Highgate Street -	Indigestion.	D	" " clean and poor.
91. I. G. -	3	58, Highgate Street - -	Indigestion.	D	" " " "
92. E. T. -	17	3 bk., 111, Upper Trinity St.	Pneumonia.	B	" " dirty and untidy.
93. A. C. -	67	22, Gibb Street - - -	Stricture of Urethra.	B	" " clean and comfortable.
94. T. E. -	37	1 ch., 35, Montague Street -	Alcoholism, etc.	B	" " squalid and dirty.
95. A. M. -	39	3-10, Darwin Street - -	Bronchitis.	B	" " " "
96. E. C. -	45	5 ch., 176, Moseley Street -	Inflamed Varicose Vein.	D	" " squalid.

APPENDIX No. XVII. (A).—*continue* 1.

Handed in by Dr. Bygott, Birmingham. (Q. 44133.

Name of Pauper.	Age.	Residence.	Nature of Disease.	District.	Housing Conditions.
97. J. O. -	56	8 bk., 115 Upper Trinity St.	Sore arm, heart disease	B	Back to back, very squalid and dirty, patient was seated on a broken chair by fire and was said to have no bedding.
98. B. P. -	55	19, Clyde Street - - -	Bronchitis	D	" " squalid.
99. R. H. -	35	14, Mona Road - - -	Heart disease (alcoholic)	B	Double house, very poor street.
100. J. W. -	80	70, Miles Street - - -	Old age	B	" " clean and comfortable.

DESCRIPTION OF TERMS USED.

Single and *Back to back* are synonymous as to character of house. A single house has a wall at back with no windows or doors in it, a back to back another house. Double house is a house two rooms thick with a back door and through ventilation.

Squalid.—Where furniture consists of a table, two chairs or so, and a wooden couch, and bedroom contains only beds and, perhaps, a box.

Poor.—Where furniture is more extensive, dressing table upstairs, a couch, chest of drawers, pictures, etc.

Comfortable.—Where little luxuries come in, *e.g.*, carpet on bedroom floor, etc.

Where character of street is given, I do not remember what house was like.

In describing diseases plain English terms were used when possible.

APPENDIX No. XVIII. (A).

Handed in by Dr. H. Bagster Wilson, Birmingham. (Q. 44621.)

SPECIMEN COMPLETED CASE PAPERS USED AT BIRMINGHAM MEDICAL MISSION.

Introduced by City Health Visitor. *F* (free). (Yellow paper for male still at school.)

BIRMINGHAM MEDICAL MISSION, FLOODGATE STREET, DR. WILSON, No. W. 5501.

Doctor.

Name J. P.,

Address 5, R. P.

Age 9. *Born* 9 April, 1896.

Registrar's Remarks † F 6 < 12 (oldest)
M 6 < 1 mo. (youngest)
F had kidney removed, 1903.

SCHOOL Green Lanes.			
Std.	Usual Age.	Moved into Standard.	Actual Age.
1	7		
2	8		
3	9		
4	10	Aug. '05	9½
* 5	11	Aug. '06	10½
6	12		
7	13		

Father J.

Mother M. A.

Parish St. A.

Religion Church of Eng.

Place of Worship nil

Sunday School nil

Classes nil

1906.	Instructions to Dispenser.		No School.	Relief.	Previous History and Present Symptoms.
Mar. 9	Mt. Tussis. 3ij 2 h.s.	- Emulsio	14½	Toys	(Abstract of shorthand notes.) Sharp bronchitis and asthma, 6 weeks, marked rhonchi.
" 16	do.	- do.			
" 23	do.	- do.	14		Better.
" 30	do.	- do.			
April 6	Syr. F. Phos. ʒi } t.d.s. Ol. Morrhuæ ʒi. } 14 (days)		Renewal	line.	Bronchitis gone.

* Note the mental power of this underfed lad.
† Doctor's entry.
‡ *i.e.* 14 days' school leave. The Nos. are sent to Education Department every evening, and the visiting officer can ask for patient's Index No. at the home. In some cases we enter "go school" and report such entry to the Department.

APPENDIX No. XVIII. (A).—*continued*.*Handed in by Dr. H. Bagster Wilson, Birmingham. (Q. 44621.)*

1906.	Instructions to Dispenser.		No School.	Relief.	Previous History and Present Symptoms.
May 1	Rep. - - - 14	RENEW AFTER JUNE 11 Emulsio		6d. (cash)	1156 (order No. added by clerk). To pay fare to Convalescent Home, Solihull where we are charged 2s. per week per child. Been (to Solihull).
			Renewal	line.	
Oct. 9	Mt. Tussis 3ij 2 h.s. -	RENEW AFTER NOV. 19 Emulsio	14	2 Second-hand vests (vests from our stores).	Bronchitis, much phlegm.
" 30	do. -	do.			
Nov. 13	do. -	do.			
1907. Mar. 5	do. -	RENEW AFTER APRIL 14 do.	14		Smallest boy in class. (This was result of question directed to elicit this suspected fact.) Day sleep (<i>i.e.</i> while school knocked off). Recommended to Solihull (<i>i.e.</i> wait turn).

Introduced by

(Blue paper to indicate female not above school age.)

BIRMINGHAM MEDICAL MISSION, FLOODGATE STREET, DR. WILSON, No. W. 9500.

Doctor.

Name C. D.*Address* 10 ho. C. R.*Age* 2. *Born* 9 July, 1904*Registrar's Remarks*

SCHOOL			
Std.	Usual Age.	Moved into Standard.	Actual Age.
1	7		
2	8		
3	9		
4	10		
5	11		
6	12		
7	13		

Father J. }
Mother E. } Draper

Parish St. Thomas*Religion* Wesleyan*Place of Worship* St. M. S.*Sunday School**Classes*

1907.	Instructions to Dispenser.		Relief.	No School.	Previous History and Present Symptoms.
Feb. 13	Ol. Morrhuæ 3 ss. } Syr. F. Phos. 3 ss. } t.d.s.	Guttae Atropin.			2 Corneal ulcers. See Dr. A., Friday.

⚠ This child had been turned away the day before from the Eye Department of a Hospital because only a fixed number of *new* cases (already too large a number) could be satisfactorily seen a day. She had two large and active corneal ulcers, causing great pain and requiring treatment urgently. The mother thought it was "blight" only. We gave first aid; gave introduction by special letter to the Eye Surgeon for next day but one. He received the case and treated it drastically.

This case illustrates the need of "Close-at-hand Dispensary" and inter-communication of medical authorities.

APPENDIX No. XVIII. (A).—continued.

Handed in by Dr. H. Bagster Wilson, Birmingham. (Q. 44621.)

Illustrates need of "close-at-hand dispensary."

F
(i.e., endorsed Free by Dr., being found, as treatment proceeds, too poor to pay the 1d. at medicine window.)

Woman's paper (i.e., female above school age), white.

Introduced by

BIRMINGHAM MEDICAL MISSION, FLOODGATE STREET, DR. WILSON, No. W. 3411.
Doctor.

Name Mrs. H. G.
Address Terrace, Street
Age 55 Born 5th November, 1847
Registrar's Remarks "Been a hard winter"

Husband G. (dead)
Husband's Wages
Occupation Housewife
Employer
Wages

Occupation
Employer
Religion Protestant
Place of Worship Medical Mission
Classes Mothers' Meeting

1903.	Instructions to Dispenser.		Relief.	Previous History and Present Symptoms.
Mar. 20	Mt. Tussis. 3i } 3ss. 2 h.s. 14 Tr. Digitalis m5 }	Blue stamp { RENEW AFTER MAY 23 Wadding Ol. Morrhuæ Emp. Bellad. 4 x 5	Discuss clothes with nurse.	Heart irregular. Mitral regurgitation. Bronchitis.
May 1	Mt. Tussis. 3i } 3ss. 2 h.s. 14 Tr. Digitalis m5 } Cinchon gr. ss. }	Ol. M. (more) do. and wadding.	Lin. Sap. Co. supply cash for hot bottle.	Living with son, 21, doing nothing.
" 22	Rep. - - - 14 Renewal line.			
June 12	Rep. - - - 14	RENEW AFTER AUG. 23		No strength.
July 10	do. - - - - -	Lin. Sap. Co. Emp. 4 x 5		
" 24	do. (Dr. W's. holiday) 28	do.		
Sept. 18	Mt. Tussis. 3i } 3ss. 2 h.s. Cinch gr. ss. }	RENEW AFTER NOV. 27 Ol. M. (double) do.		Influenza two weeks ago, two days in bed. Sequelae flu.
Nov. 13	Rep. - - - 14	do.		

Similar treatment all winter, 1903-4, but attendance irregular. Annotations as to bronchitis, rheumatism, mitral disease and enfeebled, irregular heart. Coal granted once, but too far away to fetch regularly. Turned up again November, 1905, and was after one month lost sight of. Came March, 1st 1907, very ill, heart, lungs, kidneys, and stated in her own words, arranged for reading :—"I sent three times for parish doctor, to the parish. Because I had 'no one belonging to me' to send, he would not come till a heavy responsibility was laid on him." (This rule occasionally leads to cruel and serious neglect, even the appeal of kindly neighbour [vice a neglectful relative or one to whom the illness or death would be an advantage] being rudely rebuffed. In this way, and many similar ones, medical out-relief can be kept well under control, and trouble and expense spared.) "Then I had no one to send for medicine, more than half-an hour's walk."

The case paper was endorsed medically, urine to be brought next time ; 1s. given for trams and food, absolute rest enjoined and "get doctor if worse." The woman would never have been suspected of being in such dire need ; and was too respectable and kindly to be subjected to unyielding rules, enforced without sympathy. Her death was shortly after reported ; I never saw her again.—H.B.W.

APPENDIX No. XVIII. (A).—continued.

Handed in by Dr. H. Bagster Wilson, Birmingham. (Q. 44621.)

Illustrating Infant Mortality. (Blue paper for female not over school age.)
Introduced by City Health Committee, Health Visitor.

BIRMINGHAM MEDICAL MISSION, FLOODGATE STREET, DR. WILSON, No. W. 6307.

Name A. E. J. Doctor.

SCHOOL			
Std.	Usual Age.	Moved into Standard.	Actual Age.
1	7		
2	8		
3	9		
4	10		
5	11		
6	12		
7	13		

Father J. }
Mother S. } J.

Address 15 H. S.

Parish St. J.

Age 10 wks. Born 29th Sept., 1906

Religion Church of England

Place of Worship none

Sunday School

Registrar's } (Dr's entry) F 2 < 1½ yrs. (Quick way of entering family. I usually do it thus: F 2 < 1½
Remarks } M 2 < 10 wks. 10/52

1906.	Instructions to Dispenser.		Relief.	No School.	Previous History and Present Symptoms.
Nov. 20	Adjustable stamp { R Vin. Spec. Mi Liq. Calc. Sacch. M x } 2 h.s. Aq. ad. 5i	RENEW AFTER DEC. 21	Chart teat. Chart teat for boat bottle.		(Abstract of shorthand notes unreadable by patient.) Mother had black eye. Bottle-fed. Suckled one month. Husband out of work, so milk went. "Did try. Hadn't enough food to keep it. I tried it all roads."
Dec 3	do. - - - - -	do. Dusting powder.*			
" 18	do. - - - - -	Virol.	6d. G† 2016		Is taking m. and b. w. (milk and barley water) as per chart.
	Renewal line.				
Jan. 1	Rep. - - - - -	RENEW AFTER FEB. 10.			Died (of inanition and marasmus) Jan. 14th, 1907, bronchitis having supervened.
" 8	Rep. - - - - -	do.			

* Equal parts starch, boric acid and zinc oxide. † G=Grocery, mixed, i.e., rice, oats, lentils (not tea and sugar always found or borrowed). The No. 2016 is the No. on relief order and counterfoil of our relief order, and is added by clerk to show automatically to doctor on next attendance that his instructions have not been overlooked.

APPENDIX No. XVIII. (B).

Handed in by Dr. H. Bagster Wilson, Birmingham. (Q. 44624.)

SUPPLEMENTARY STATEMENT OF EVIDENCE BY DR. H. BAGSTER WILSON, M.R.C.S., WITH SUGGESTIONS AS TO "HEALTH DISTRICTS," "DISTRICT DISPENSARIES," AND SUGGESTIONS FROM PAPER TO "ECONOMIC READING CIRCLE."

1. (a) *Illness from Non-controllable Conditions.*
(i) *Housing.*—Confining myself to the "Floodgate Street Area," I do not regard the bad housing as the chief element in the vicious circle which produces the illness of the poor person. In itself a disgrace to our social system, its worst features would vanish in the majority of cases were there sufficient, and sufficiently authoritative, actual medical inspection by experienced doctors, and were the houses used in accordance with the elemental rules of health. Further, were the habits of the people less selfish and more temperate, the houses would either stand empty, or would be so materially, and frequently, overhauled, that each one would become a tiny workmen's palace with its class adornments and traditions, rather than a lair, with cooking accommodation, for an ill-regulated and soon to be disintegrated group of human beings misnamed a "family."
I have unlearned my initial view as to the inevitable evils of the court system. For crowded populations there is a great deal to be said for it. It provides a healthy publicity; if bad examples are contagious, so are good ones, as I have frequently seen. The amount of our filtered sunlight which does reach the ground itself, is far greater when the little yards are thrown into one common space; this applies also to the access of air, and the possibility of the poor, especially children, whose eyes are being unconsciously trained, having access to views of sky and objects at a distance. Nor am I at all sure that it is safe for the morals of women, nor for the safety of the often necessarily left to themselves children, that the slum home should be modelled on the enclosed lines of a suburban middle-class dwelling. How would an efficient wash-house be provided for our householders with the space at our command were it not common to several houses?

APPENDIX No. XVIII B).—*continued.**Handed in by Dr. H. Bagster Wilson, Birmingham. (Q. 44624.)*

I do not wish to be understood as minimising the vital importance of good housing. Fortunately the Birmingham Housing Committee is effecting great improvements, and I am thankful that the Housing and Health Committees are integral parts of the same ultimate authority, and that their members meet on common ground in other matters than those to which they give such close and special attention. I wish similar co-operation were practicable throughout the administrations working in any particular civic area.

(ii) *Employment.*—I must leave this answer mainly to experts on public health. I regret that I cannot regard the system of factory inspection as of great value in stemming the tide of ill-health from dirty and therefore unhealthy trades, insanitary workplaces, and the vilely immoral atmosphere which makes devils of our young people in so many cases, if they had not become that already by the street trading which is tolerated—if not fostered—in Birmingham. Street trading ought to be abolished in the case of the young; it is a retrograde institution relatively to the social advance of the times, and every lover of the "Average Slum Child" detests it, and all its baneful fruits.

Excessive Hours.—These tell on men; relatively, they are a more serious cause of ill-health in the female. The spurt which takes place at puberty, such as it is, soon evanesces under the ordinary conditions of girl labour; the vain struggles nature makes are pathetic in the extreme, and constitute a vast mass of dumb misery which few realise. In many cases health and heart are ground out of the girls, habits bred of unconscious despair and of a pervading impurity taking their place, if so one may speak.

Casual Work and Meagre Earnings.—I have specified poverty as one of the chief causes, if not of illness (but where shall we begin?) at least of the sheer impossibility of the sick person receiving sufficient medical attention, or the corollaries of that in the shape of nursing essentials, invalid food, extra fire, etc., etc.

(b) *Illness from Bad Habits.*

(i) *Ignorance.*—This is a most pertinent suggestion. It is to the certainty I have, after ten years' unintermitted experience, that a definite and by no means negligible percentage of the average slum-dwellers will respond to the suggestions of a medical man whom they trust, that I base my hopes of far-reaching reform and consequent improvement of the health of the people, if small areas are allocated to the same *doctor* (not "officer"), he being charged with practically supreme executive powers while himself under friendly, trained, and sympathetic medical supervision. I believe that we are carelessly, and therefore criminally, throwing away an immense amount of undeveloped medical interest in the poor, simply because we do not utilise the doctors in such a way that they have any hope of seeing satisfactory results from their labours and suggestions. Every step taken in removing ignorance has also the collateral advantage of further classifying "the poor" into the want-to-do-rights and the don't-want-to-do-rights, a classification urgently wanted throughout poor areas. We are, at present, making it the easiest road to efficient help to go downhill; and, in the terrible state of physical decay—whether progressive or not, we need not waste time in enquiring—which actually stares us in the face as a nation, the State is neglecting one of its chief duties in not placing at the disposal of even its poorest members the concrete results of the toil and skill of the nation's health corps, I mean the medical profession, whose potential value appears to be as little appreciated as that of the professional educationalist.

The good which could be done by the joint action and mutual help of the doctor and teacher is simply incalculable in removing ignorance; but if these friends of the poor are not going to have powers which will enable them to deal swiftly with the multitudinous exigencies which crop up almost from hour to hour, and if they are to be overwhelmed with hours and hours a week in their scant leisure (I presume they are enthusiastic workers) in copying out detailed reports, it is idle to plan paper schemes

for removing ignorance. Whatever is told the poor to do, and it must be told kindly, not brutally, *must be*, after time has been given for the instruction to be understood, carried out to the letter, and I reiterate my belief that the poor are not hopelessly recalcitrant, if led firmly and disinterestedly by those whose authority would be discovered in a very short time. Think of the marvels of management effected by our civil servants in India, with the minimum of officialism. But I understand they are supported up to the hilt.

(ii) *Lack of Self-control, etc.*—We cannot directly attack all that your question involves by the scheme I am about to advocate; but every measure of effected control helps forward every other, just as parents prepare their children not to become hysterical by *exercising* their will power in earliest years. Our young people are hustled into life, not initiated. If they have been even a *little* better fed, more regularly fed; if they have had more sleep, more fresh air; if they have been all their school days cleanly enough for a teacher or doctor to approach without having his stomach upset for the day; if concurrently with this, open spaces are provided, towns better planned, street noises sternly suppressed, streets cleaned when they are dirty and not according to rote, and if men are not allowed to draw weekly wages and at the same time send their children to school in filthy rags, we shall have more self-control in the next generation. Adults defy us all to-day; the children defy them, the laws of society, and us. We want powerful "officials" (I dislike the term) in the heart of the population.

2. *Health Visitors and Nurses under the Medical Officer of Health.*

May I take this with Question 5?

I have worked with, and am constantly receiving cases from, health visitors, school attendance officers, etc.; though the State, whose rates are thereby saved, does not lift a finger to bear our financial burdens or the personal and extra burden on time and health which this work involves. Our committee, or at least some of its members, have thought that the State was exploiting the willingness of our slender staff to assist it. But let this pass. The agents referred to are all doing their best, and are accomplishing, amid almost superhuman difficulties, not a little for the health of the community.

I would, however, call your earnest attention to some such scheme as the following, which I present to the Commission as coming *from* one speaking "from the abyss," and *to* those who necessarily have a wider outlook.

We are not ripe for voluntary health visitors just yet. Let such helpers put their backs into the City of Birmingham Aid Society; we will give them quite enough to do in a lay capacity, plus a training in the ground principles of what Mr. Mackay calls "public charity." The more they know of hygiene, cooking, sewing, house-order, care of children, the better; but let them be responsible in the first instance to the district committee of the Aid Society. They will have more than enough to do in acting as the "Helferinnen" of the poor. Do not confuse state and citizen influence. While our machinery is developing too, the medical officer of health would be worried to death by supervising the assistance of voluntary workers, and so would the ward doctor I am about to speak of.

But Question 5 contains a key word or rather phrase "qualified medical staff" which leads me to what I have long been trying to think out, and which would make "practicable"—that is the point of Question 2—your Section (a) to (f).

We are cursed with a multiplicity of agencies in any particular area; yet each agency, as a whole, is overburdened and very largely ineffective. We imperatively need far better ground plans, such as every Army organiser has in reserve. We want far fewer *independent* officials, public and charitable (each is the pan and the kettle in more ways than one), each official representing some far off authority, of which he is the faint echo. (The poor look upon all state officials, many not of superior education and practical ability to some of themselves,

APPENDIX No. XVIII (B.)—*continued.**Handed in by Dr. H. Bagster Wilson, Birmingham. (Q 44624.)*

as their natural enemies, and they circumvent them right and left every day.) We want to take a map of every large city and carefully mark it out into health districts, the more congested districts being the smaller and having the best men at their head. Each area should be considered as a little imperium, whose welfare lies on the heart of *someone* as truly as if that *someone* were the health officer of a small town. The smallest district we should dare to plan would in any case be far more populous than many a small town amply provided with a fully trained medical officer of health.

If these premises are admitted, I venture to propose the following :—

(i) *The Medical Officer of Health as the supreme executive guardian of the health of the city* in all and every matter concerning the prevention and treatment of disease. Further, he should be, more than ever, the adviser of the Education Department, the Housing Department, and so on. This involves—even under the present *ad hoc* constitution of the Poor Law—a matter beyond me to pronounce dogmatically on—the extension of his authority to the whole range of Poor Law medical relief, concerning which, as an outdoor system, the less said the better. It is a will o' the wisp, with all the evil consequences of that phantom guide.

An end must be put, in my opinion, to the poor feeling themselves touched by several authorities, at any rate in health matters. What we seem to gain in extensive working and when great arrays of figures are presented is worthless compared to the *intensive* working of unchallengeable, because undivided, authority, firmly but not inhumanly exercised within the compass of a manageable health district. "I will report it," the new district medical officer would say, "to the medical officer of health," better still, "to Dr. A . . ." Such reference to a supreme officer would be understood, and would be far more effective than a page of printed matter on a form, though even forms have their value.

(ii) *The Medical Officer of Health still supreme as an executive officer*—and responsible of course to his city council as a whole—*would be supported by an advisory staff of the most experienced consultants, medical and surgical, of the city*, the best representatives of the main branches of our profession, men who would deem it an honour to meet as a full committee, or in sections as called together by him. Such a staff, if not too unwieldy, would be of great moral help to the medical officer of health. (I wish to state that these views have not been discussed with anyone, and that I purposely refrained from obtaining the expert advice of the local medical officer of health.) Such a staff, or council, could enormously facilitate co-operation and co-ordination of adequate medical relief, and could elaborate locally the national scheme of medical insurance already so belated. This council would advise the medical officer of health as to the superintending doctors for large divisions and as to the appointments of district doctors. (I have omitted to say that picked representatives of the general practitioner arm of medical service should also be invited to serve.)

(iii) *The Medical Officer of Health would nominate District Medical Officers of Health for each health district*, either *ad hoc* officials, or as medical men sufficiently subsidised for the work required of them. These men would carry his (the municipal) authority to every corner of the district in every particular. Provided that they satisfied their chief, they would, as a matter of routine, be autocratic each in his district. Each district officer would make it his business not to treat the occurrence of disease as a nuisance lessening his time and income, but as an opportunity for putting into practice the latest curative and preventive ideas, and for utilising the increasingly amply provision of State institutions and benevolent foundations. He would strive to make his district a model; and the more he succeeded the more would his recommendations be listened to by his official superiors and in the district.

As representing the supreme medical officer of health, and always under him, he would have direct control of health visitors, nuisance inspectors, *et hoc genus omne* ;

I am assured by most competent headmasters that he would be a *persona grata* in the council schools; he would be welcomed at the guardian's meetings and courteously listened to between them; he would, of course, be more than welcome at the fortnightly meeting of the City Aid Society for his district; in short, need I elaborate further, he would be utilised from first to last to "see through" all that is now hanging fire.

As to actual medical treatment. The amount of it, and the desirability of his giving it, will be treated as I now consider your Questions 3, 4, and 6.

3. *Medical Insurance, Free Aid, Utilisation of Voluntary Hospitals, etc.*

My printed evidence having been considered, much of Questions 3 and 6 is thereby answered. I further suggest :—

(i) Concurrently with the planning of the health district system under the supreme executive control of the chief medical officer of health *the United Kingdom and Ireland* (why not the Empire, for there is a constant interchange of inhabitants of its different parts?) *should, as a matter of extreme urgency, organise a system of medical insurance.* I have not yet quite come to the conclusion that it should be compulsory, for our nation has its *peculiar genius*; but organised it should be without delay. It is a task worthy of the highest constructive genius, and should not have a tinge of party taint. I have made it my business, since the Chairman of the Commission honoured me with his invitation, to ask working men of every section, skilled and labouring, besides curates, clerks, people of small means generally, whether they would grudge a small weekly or monthly sum to ensure medical treatment from the initial consultation to the most costly essential treatment. I cannot obtain a refusal from any quarter. Such a system would be a boon beyond words to millions, nor need it interfere with any reputable friendly society willing to co-operate, and I believe that in the end more doctors, properly paid, would be employed. If the system were not compulsory, it would have to be widely advertised, and every facility afforded to the humblest to take advantage of it.

(ii) The above compels a *co-ordination of all existing agencies, or most of them, for medical relief; and a wide extension of the close-at-hand dispensary* in some form or other. It would be the business of these medical relief agencies to qualify themselves for the careful and efficient treatment of all insured cases, including those whose insurance with a friendly society was recognised as equivalent to the State insurance. There would also be money for special institutions, *e.g.*, for consumptives; and enormous amounts of time would be saved to the sick and to their friends, to say nothing of the economy of national health.

The great bulk of medical consultation, and even a large quantity of minor surgery of trifling surgical interest, but large in total amount, should be cleared off in simple, plainly built and easily cleansed State dispensaries, or buildings utilised for the purpose. Where such dispensaries exist, they might be paid for each insurance case, but they would to that extent have to submit to the oversight of the medical officer of health or his deputies.

These dispensaries would be the clearing houses of our congested medical system; and, as they become appreciated, I am sure that more medical men would be absorbed in their service and would therein be able to do sterling work. The State system would provide arrangements for ready transfer of consultative cases to the hospitals, now free to do their proper work to the satisfaction of their staffs. They too would be duly subsidised in proportion to the insured cases treated, plus the willingness of friends to pay extra, not for better treatment, but for a little more luxury and privacy. The home visiting would arise naturally from the dispensary decisions, or the first appeal of the friends. Whoever undertook it, for State insured cases, or their equivalent, would *ipso facto* be connected with the jurisdiction, and have the support of, the medical officer of health. (I am supposing here that the services of an existing dispensary staff, or of a general practitioner, are being utilised.)

APPENDIX No. XVIII. (B).—*continued.**Handed in by Dr. H. Bagster Wilson, Birmingham. (Q. 44624.)*

(iii) *Free Medical Aid.*—In itself this is urgently required, but I have sought to grasp, theoretically and practically, the drawbacks to it. To begin with, there is an immense amount of it at present, to the deterioration of private and hospital practice, to the waste of home time which ought to be spent in cooking, washing, caring for children or invalids, and with no proportionate return. It would be a revelation to the Commission to hear the muttered expressions of dissatisfaction which proceed from the poor as to all our arrangements even after the generous gifts of hospital patrons, and the exhausting toil of staffs. Moreover, we are strangling the general practitioner while not providing him with another berth. He loses much of his hard-earned money, or must appear to play the part of a usurer. I am told that the hospital system imposes an almost intolerable and long-continued burden on some of the most brilliant and painstaking younger men, who do not come—if ever—to their own till the finest working years of life, after a prolonged course of study too, are passed.

If the State will arrange an insurance scheme, national if not imperial, and if it will empower the creation of a sort of medical treatment “ladder,” to use a familiar though not sufficiently comprehensive phrase, the population of the country will be divided into three classes as to medical relief:—

(a) Those who can continue to afford a family practitioner, with specialists, nurses, etc., per separate illness.

(b) Those who have insured directly with the State, or in some agency conforming to State regulations.

(c) Those who have not seen as yet the benefits of insurance, who have run out, or who could never have afforded it.

I take it that however much the opportunities the State arranges for (I prefer not to say *provides*) may ultimately benefit Class (a), the Commission is not directly concerned with that class.

As to Class (b). This class should be the very backbone of our social system, and is much more extensive than is realised. It is still the few who are really rich enough to pay for all the help required in sickness, just when it is most wanted, and for convalescence ensuing thereon. This class is too very ignorant, in the light of present knowledge. I think therefore that the arrangements for the treatment of this class, utilising the State insurance, should be in the hands of the medical officer of health and his council (staff). How far the district medical officer (on the new lines), and the State dispensary and allied organisations, should solely treat such cases, and how far the services of competent general practitioners and existing institutions should be utilised, is not beyond the wit of man to plan. But in any case the medical officer of health must be the supreme referee, and his district representative must be treated as his deputy throughout; the medical officer of health's staff helping to clear up ethical and other difficulties should such arise.

As to Class (c), which would, I hope, prove a steadily diminishing class, I am at present of opinion that it is highly desirable for the new district medical officer, backed up by his group of nurses, sanitary inspectors, school nurses, health visitors, etc., to treat them. He would thus keep his hand in, medically and to a limited extent surgically, he would acquire a first-hand knowledge that cannot be bought by lectures or private study, he would hold the very strong position of “the (kind) doctor” towards the very cases which most need strong dealing with; as we have decreed that medical relief does not pauperise, his treatment of Class (c) would prove to the public that this is not a sham concession nullified very harshly in practice; he would come across the worst children at the school, in the consulting room and, through his scouts, in the homes, whence, if need be, they would be referred direct to him; and his case papers, properly kept up, card-indexed and annotated, would be a mine of information for the co-operating charities, and for the Poor Law.

At the same time the State doctor would do his utmost—while treating the cases as fully as they require, destitution being no test of illness—to make it clear that no one in work should be treated free, and that everyone should

insure. Without any injustice, I feel certain that arrangements—which the poor quickly discover the reason for—could be made to give special hours, or other advantages, to the insured cases, *e.g.*, a separate entrance and waiting room would do much to encourage insurance. At any rate an experiment on these lines could but be made; why should not plenary powers be given to the new district medical officer of typical slum districts in a few cities before the system was universalised?

My case-papers have a “relief column”: this principle could be carried out in the State system. The doctor would recommend what he deemed needful; but the relieving officer, or his equivalent, would advise the doctor where this would be a mistake. The district being, on our whole supposition, comparatively small, there is no reason why the relieving officer should not call early each afternoon, or before the patients have left the dispensary, to initial each medical relief order, and visit any doubtful case, with power to carry out the doctor's recommendation if it were likely to help the sound treatment of the whole situation. There should be a dispensary milkman; and, personally, I think that oatmeal and other groceries are much better handed out at the dispensary. We have contracts for institutions; why should not the poor get the benefit of them when recognised as State out-patients? More can be given for the same money; and the temptation to sell the order, or buy what was not meant, is notably reduced by such system. There is a real difficulty about coal; but at least coal tickets are rarely misused. The coal dealer, under a State system, should give good value, even though the sales were, individually, small.

To sum up:—

The medical officer of health would be the supreme authority as to the health of the community from highest to lowest, and with the widest possible range of function. Departmental officialism should help him in every possible way, *i.e.*, even civic departmentalism not his own.

The medical officer of health should be responsible for arrangements to secure the *adequate* treatment of all insured persons and their families. The medical treatment “ladder” should be open to his criticism, and every rung tested by him or his deputy. It must be efficient and complete.

The health districts should be under the immediate authority of a district medical officer with plenary powers for routine work.

The district medical officer would treat all uninsured persons claiming medical relief, and treat them *adequately*. At the same time his surveillance would be very strict: all neglect reported by him would involve police or other proceedings, at present the mockery of the poor; and, while avoiding the present hardships of the Poor Law out-relief system, the treatment, or rather the conditions of treatment of the insured should be made distinctly more eligible than those of the still uninsured.

We should do our utmost to maintain the home, despite all its defects. As far as I can see, we shall not weaken the medical profession. Who would be a slum doctor if he could help it? Nor are there nearly enough of them for adequate treatment under the present system. And we are increasingly undermining their position almost from day to day. Let us utilise them, not as club doctors with miserable resources, but as either State doctors for the insured, or as State subsidised practitioners, responsible to that extent to the State chiefly, and freed a little more from the crushing burdens of their present lot. We are not yet ripe for the wholesale supplanting of skilled medical aid, and a little knowledge may and does often prove a dangerous thing.

ASSUMPTIONS.

1. That in spite of all efforts to the contrary, there is a serious amount of preventable ill-health and under-health in all great cities, with direct and indirect loss and expense to the community.

2. That medical charities are overcrowded with trivial work, done at a distance from the home; the hospital authorities, staffs, patients, and public, being profoundly dissatisfied for various reasons. No efficient and kindly cure is yet to hand.

APPENDIX No. XVIII (B.)—*continued.**Handed in by Dr. H. Bagster Wilson, Birmingham. (Q. 44624.)*

3. That Poor Law medical outdoor relief is highly unpopular, is practically a pauper agency, is very poorly equipped, and is worked in a roundabout way, involving great hardships at the very time that such should be avoided.

4. That the whole organisation of public health is divorced from any practical treatment of disease, even by its outside officers, with consequent grave marring of its authority, which should extend from before the birth of the future citizen to his interment within decent limits of time. (*Authority not necessarily treatment.*) That there are too many petty officials in any given area, none under the immediate control of a medical man on the spot, and intimately acquainted with such (defined) area.

5. That in view of the forthcoming medical inspection of children, and what will arise therefrom, no time should be lost in co-ordinating:—

(a) State medical relief of all kinds, present and prospective.

(b) Provident and charitable medical relief, on statesmanlike and far-reaching lines.

6. That there must necessarily be an inevitable and crippling cost of unco-ordinated medical, or semi-medical State systems.

7. That competent general practitioners should be protected and encouraged, their valuable work being essential to the health of the community.

SUGGESTIONS.

(a) *State Medical Relief.*

1. Supremacy of City Health Committee, however sectionized for sanitary, registration, poor relief, and educational purposes.

2. Formation of "Health Districts" each under a responsible "district doctor," the immediate superior of sanitary and health minor officials, nurses, etc. Such "district doctor" to perform, or at least superintend, all State work, including medical inspection of children; and to be, at the same time, a link between citizen medical relief, as soon as co-ordinated, and the general practitioner. He will be in immediate touch with all State hospitals and asylums.

3. Establishment of plainly built, but sanitary, "District Dispensaries" (where existing ones cannot be arranged with) in the heart of each health district, and easily accessible from each sub-district.

Such Close-at-hand Dispensary could be made to serve the purpose of:—

(i.) Local office of district doctor (representative of medical officer of health).

(ii.) Place of call of sanitary inspectors, health visitors, nurses, etc.

(iii.) Registry office of births, deaths, and marriages, a great improvement on the present arrangement.

(iv.) Local office and consulting room (for special cases) of school doctor (if a separate official) for the sub-districts.

(v.) Medical relief at present under the Poor Law, and consulting room for its medical officer. (Relieving officers to attend at stated hours and save long journeys of those nursing the sick poor, when such apply for medical orders.

(b) *Citizen Medical Relief.*

1. Formation of a local "Medical Council" with medical and lay representatives from all medical charities, and representatives from the body of general practitioners.

2. Such medical council to promote co-ordination of medical charity and of provident medical relief, and to confer as a coherent and representative body, with the health committee, on matters affecting the health of the community. Also, to facilitate reference of special cases to highly equipped institutions.

3. District dispensaries (existing or to be formed) to be adapted so as to serve as hospital out-stations and medical clearing houses for routine work, admission at special hours, or special entrances, being by provident or charity notes. (The value of the district dispensary to each institution connected with it, to be decided by the health committee and medical council *pro rata*.) This suggestion is made, to meet hospital overcrowding on the one hand, and to save waiting and promote efficient treatment on the other. District dispensaries to be in close touch with all medical institutions more highly equipped.

4. District dispensaries to be utilised by voluntary "health societies" interested in infant consultations, etc., and for milk depots.

5. District dispensaries to provide branch offices (at allotted cost) of City of Birmingham Aid Society, and to contain the district charity register in connection therewith of all reported charitable help given in the district by all agencies co-operating with the City Aid.

In these several ways the district doctors and district dispensaries would be efficiently supported at a minimum of expense to each agency utilising them; and the whole system, to adapt Mr. Phelps's words in questioning me, would be a "moral mission" to the district, "raising the standard of life." There would be more chance then of dealing with the homes, when rivalry and confusion of authority died a natural death, and *district*, as distinct from vaguely *municipal*, authority was strongly installed in the heart of each congested city area.

H. B. W.

103, Tindal Street,
Balsall Heath, Birmingham.

APPENDIX No. XIX. (A).

Handed in by Mr. F. W. Daniels, Birmingham. (Q. 44780.)

MEMORANDUM RE 75 PER CENT. OF THE WORKING

I very much regret that I cannot find the authority from which I obtained the view that 75 per cent. of the working classes die before reaching sixty-five years of age. I have searched for several days in the hope of finding some definite data to substantiate the assertion. I have failed to verify that any such calculation has been made, and the only explanation I can offer is that either I fail to find my authority, or that my reading and enquiries forced me irresistibly to that conclusion. I shall still further continue my investigations. My present enquiries, however, more than confirm my previous opinion, and while I have no exact data, I think the following goes a long way to prove my statement.

(a) *Insurance Mortality Tables.*—When it is borne in mind that these deal with only healthy lives, and leave out altogether the most precarious and unhealthy.

(b) *The Sick Experience of Friendly Societies.*—Here also the most risky proportion of the community are not included.

(c) In 1900, only 3 per cent. of the total membership

CLASSES DYING BEFORE SIXTY-FIVE YEARS OF AGE.

(viz., about 8,000,000) of all the friendly societies were over sixty-five years of age.

(d) In the Appendix of the Old-age Pension Committee was a calculation, dated November 28th, 1896, stating that the male population was 15,000,000, while of that number, 656,000 were sixty-five years of age and upwards. While of the female population of 16,000,000, 829,000 were sixty-five years of age, and upwards. Seeing that the middle and upper classes would show a larger percentage over sixty-five years than the working classes, I think the percentage of the working classes above sixty-five years would be well within 25 per cent. of the whole.

(e) The annual death rate and the annual duration of life.

Although I cannot offer a precise and definite percentage, and give an authority for the conclusion I came to, I am fully convinced that 75 per cent. of the working classes die before reaching sixty-five years of age is not too large a figure, and that it is in my judgment well within the actual realisation.

APPENDIX No. XIX. (B)

Handed in by Mr. F. W. Daniels, Birmingham. (Q. 44919.)

EXTRACTS * FROM RULES OF THE IDEAL BENEFIT SOCIETY, REGISTER No. 1710, WARWICK.

Registered under the Friendly Societies' Act.

I.—NAME, OBJECTS, CONSTITUTION, AND REGISTERED OFFICE OF THE SOCIETY.

Name.

1. The Society is a friendly society. It shall be called "The Ideal Benefit Society."

Objects.

2. The objects of the Society are, by means of the voluntary subscriptions of the members to provide (a) for the supply of medical attendance, and for the maintenance of its members during sickness or other infirmity. (b) For the maintenance of members in old age. (c) For insuring a sum of money to be paid on the death of a member, or the birth of a child of a member, or for the funeral expenses of the wife or husband of a member.

Constitution.

3. The Society shall consist of male and female persons who on joining shall be divided into two classes, according to their health, family or personal history, and occupation.

Class A. Members in good health and with good history, and not having an hereditary complaint in their family, and not following an unhealthy or dangerous occupation.

Class B. Members in good health, but having an hereditary complaint in their family, following an unhealthy or dangerous occupation, or having had previous indifferent health.

The benefit funds of the two classes shall be kept distinct, as well as the funds of the males and females in Class A.

Should any member after joining Class A change his occupation to a dangerous or unhealthy one, or should he become an habitual drunkard, or be guilty of immoral or disorderly conduct, the Executive Committee shall change the member's class. Should he not agree to this, the Executive shall expel him from the Society.

(In these Rules, words importing the masculine gender shall include the feminine gender, unless otherwise provided.)

TERMS OF ADMISSION OF MEMBERS.

Persons eligible for Membership.

5. Any person of good character, resident in the United Kingdom, and who is not less than fourteen nor more than fifty years of age, may be eligible to join the society as a member.

SICK BENEFIT SUBSCRIPTIONS.

Members' Subscriptions.

7. Subscriptions shall be made by all members to the funds of the society (including 10 per cent. to the management fund) in accordance with the following table:—

* The rules which have been printed in this Appendix are Copyright and are special to the Ideal Benefit Society. The rules which have been omitted are common to all Benefit Societies.

TABLE I.—LUNAR MONTHLY SUBSCRIPTIONS.

Males.	Class 1	Class 2	Class 3	Class 4	Class 5	Class 6	Class 7
Females.	1	2	3	4	5		
	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.
14 to 30	1 2	1 9	2 4	3 6	4 8	5 10	7 0
31	1 2½	1 9½	2 4½	3 6½	4 9	5 11½	7 1½
32	1 2½	1 9½	2 5	3 7½	4 10	6 0½	7 3
33	1 2½	1 10½	2 5½	3 8½	4 11	6 1½	7 4½
34	1 3	1 10½	2 6	3 9	5 0	6 3	7 6
35	1 3½	1 11	2 6½	3 9½	5 1	6 4½	7 7½
36	1 3½	1 11½	2 7	3 10½	5 2	6 5½	7 9
37	1 3½	1 11½	2 7½	3 11½	5 3	6 6½	7 10½
38	1 4	2 0	2 8	4 0	5 4	6 8	8 0
39	1 4½	2 0½	2 8½	4 0½	5 5	6 9½	8 1½
40	1 4½	2 0½	2 9	4 1½	5 6	6 10½	8 3
41	1 4½	2 1½	2 9½	4 2½	5 7	6 11½	8 4½
42	1 5	2 1½	2 10	4 3	5 8	7 1	8 6
43	1 5½	2 2	2 10½	4 3½	5 9	7 2½	8 7½
44	1 5½	2 2	2 11	4 4½	5 10	7 3½	8 9
45	1 5½	2 2½	2 11½	4 5½	5 11	7 4½	8 10½
46	1 6	2 3	3 0	4 6	6 0	7 6	9 0
47	1 6½	2 3½	3 0½	4 6½	6 1	7 7½	9 1½
48	1 6½	2 3½	3 1	4 7½	6 2	7 8½	9 3
49	1 6½	2 4½	2 1½	4 8½	6 3	7 9½	9 4½
50	1 7	2 4½	3 2	4 9	6 4	7 11	9 6
51	1 7½	2 5	3 2½	4 9½	6 5	8 0½	9 7½
52	1 7½	2 5½	3 3	4 10½	6 6	8 1½	9 9
53	1 7½	2 5½	3 3½	4 11½	6 7	8 2½	9 10½
54	1 8	2 6	3 4	5 0	6 8	8 4	10 0
55	1 8½	2 6½	3 4½	5 0	6 9	8 5½	10 1½
56	1 8½	2 6½	3 5	5 1½	6 10	8 6½	10 3
57	1 8½	2 7	3 5½	5 2½	6 11	8 7½	10 4½
58	1 9	2 7½	3 6	5 3	7 0	8 9	10 6
59	1 9½	2 7½	3 6½	5 3½	7 1	8 10½	10 7½
60	1 9½	2 8½	3 7	5 4½	7 2	8 11½	10 9
61	1 9½	2 8½	3 7½	5 5½	7 3	9 0½	10 10½
62	1 10	2 9	3 8	5 6	7 4	9 2	11 0
63	1 10½	2 9½	3 8½	5 6½	7 5	9 3½	11 1½
64	1 10½	2 9½	3 9	5 7½	7 6	9 4½	11 3

APPENDIX No. XIX (B.)—continued.

Handed in by Mr. F. W. Daniels, Birmingham. (Q. 44919.)

Scheme to pay up increased Subscriptions.

8. Members desirous of fully paying up the increased contributions which accrue after thirty years of age, in order that their contributions may remain permanently at 2s. 4d. per lunar month ; or should any member desire to pay all his contributions he may be allowed to do so, in

accordance with the following Tables 2 and 3 for Class 3, the fund being credited with 4 per cent. compound interest.

Note.—It is understood that if the percentage of interest earned from investments decreases, Tables 2 and 3 may be revised.

TABLE 2.
Table to pay up Increased Subscription.

Age.	Single payment to reduce future Subscriptions to 2s. 4d. per month.	Age.	Single payment to reduce future Subscriptions to 2s. 4d. per month.	Age.	Single payment to reduce future Subscriptions to 2s. 4d. per month.	Age.	Single payment to reduce future Subscriptions to 2s. 4d. per month.
	£ s. d.		£ s. d.		£ s. d.		£ s. d.
20	4 9 10	32	7 3 4	43	8 12 1	54	6 16 3
21	4 13 5	33	7 7 11	44	8 11 11	55	6 8 8
22	4 17 2	34	7 12 8	45	8 11 3	56	6 0 3
23	5 1 1	35	7 16 0	46	8 10 0	57	5 10 10
24	5 5 1	36	7 19 6	47	8 8 2	58	5 0 7
25	5 9 4	37	8 2 7	48	8 5 8	59	4 9 10
26	5 13 8	38	8 5 4	49	8 2 6	60	3 17 3
27	5 18 3	39	8 7 7	50	7 18 9	61	3 3 11
28	6 2 11	40	8 9 5	51	7 14 4	62	2 9 7
29	6 7 10	41	8 10 10	52	7 9 1	63	1 14 8
30	6 13 0	42	8 11 9	53	7 3 1	64	0 17 10
31	6 18 4						

TABLE 3.
Table to pay up all future Subscriptions.

Age.	Present Value of £1 10s. 4d. per annum up to 65 years of age.	Present Value of future increases of Subscriptions.	Total Present Value of all future Subscriptions.	Age.	Present Value of £1 10s. 4d. per annum up to 65 years of age.	Present Value of future increases of Subscriptions.	Total Present Value of all future Subscriptions.
	£ s. d.	£ s. d.	£ s. d.		£ s. d.	£ s. d.	£ s. d.
20	31 8 6	4 9 10	35 18 4	43	21 18 4	8 12 1	30 10 5
21	31 3 4	4 13 5	35 16 9	44	21 5 6	8 11 11	29 17 5
22	30 17 11	4 17 2	35 15 1	45	20 12 3	8 11 3	29 3 6
23	30 12 3	5 1 1	35 13 4	46	19 18 5	8 10 0	28 8 5
24	30 6 3	5 5 1	35 11 4	47	19 4 0	8 8 2	27 12 2
25	30 0 4	5 9 4	35 9 8	48	18 9 0	8 5 8	26 14 8
26	29 14 1	5 13 8	35 7 9	49	17 13 5	8 2 6	25 15 11
27	29 7 6	5 18 3	35 5 9	50	16 17 3	7 18 9	24 16 0
28	29 0 8	6 2 11	35 3 7	51	16 0 5	7 14 4	23 14 9
29	28 13 6	6 7 10	35 1 4	52	15 2 11	7 9 1	22 12 0
30	28 6 2	6 13 0	34 19 2	53	14 4 8	7 3 1	21 7 9
31	27 18 4	6 18 4	34 16 8	54	13 5 9	6 16 3	20 2 0
32	27 10 6	7 3 4	34 13 10	55	12 6 0	6 8 8	18 14 8
33	27 2 2	7 7 11	34 10 1	56	11 5 6	6 0 3	17 5 9
34	26 13 6	7 12 8	34 6 2	57	10 4 3	5 10 10	15 15 1
35	26 4 6	7 16 0	34 0 6	58	9 2 1	5 0 7	14 2 8
36	25 15 2	7 19 6	33 14 8	59	7 19 0	4 9 10	12 8 10
37	25 5 5	8 2 7	33 8 0	60	6 15 0	3 17 3	10 12 3
38	24 15 4	8 5 4	33 0 8	61	5 10 1	3 3 11	8 14 0
39	24 4 10	8 7 7	32 12 5	62	4 4 2	2 9 7	6 13 9
40	23 13 10	8 9 5	32 3 3	63	2 17 2	1 14 8	4 11 10
41	23 2 6	8 10 10	31 13 4	64	1 9 3	0 17 10	2 7 1
42	22 10 8	8 11 9	31 2 5				

Conditions.

Members in the other classes may avail themselves of the same privilege by the payment of a proportionate amount. A member may withdraw his balance of the fund from either Tables 2 or 3 without deduction at any time by giving one week's notice of his desire to do so. A member availing himself of Table 2 after thirty-one years of age thereby reduces his contribution to 2s. 4d. per lunar month. On withdrawal from the fund the member shall be immediately placed under the ordinary Table I., Rule 7.

Members transfer from Appropriation Fund to Table I.
9. To enable members to avail themselves of Rule 8, all members above thirty years of age shall be at liberty to transfer from their appropriation account such a sum as will be required to enable them to adopt Table 2, on

condition that the amount so transferred shall not be withdrawable, except on the same conditions as the member's appropriation.

Increasing or Decreasing Subscriptions.

13. A member may at any time, with the consent of the Divisional Committee, and subject to Rule 10, change from one class to another, so as to increase or diminish his subscriptions, but the share in the surplus fund to be allotted to him as hereinafter provided in respect of the year current when the change takes place during the first three months next after such change, and any sick pay to which he may be entitled during six calendar months next after such change, shall both be calculated in respect to the lowest of the classes which he may occupy before or after the change.

APPENDIX No. XIX. (B).—continued.

Handed in by Mr. F. W. Daniels, Birmingham. (Q. 44919.)

CONDITIONS UNDER WHICH MEMBERS MAY BECOME ENTITLED TO BENEFITS.

When Benefits begin.

14. No member shall be entitled to receive any pecuniary benefit from the society until the expiration of a period of six months from the time of becoming a member, but he may claim the benefit of the services of the surgeon to

whom he may be allotted, including medicine, immediately after becoming a member. But any candidate being accepted as a member may become, with the consent of the Divisional Committee, entitled to immediate full sick and funeral benefit upon payment of an additional entrance fee—to be paid at the same time as the ordinary entrance fee—according to the following scale :—

TABLE 4.
Immediate Benefit Fees.

Males.	Class 1	Class 2	Class 3	Class 4	Class 5	Class 6	Class 7
Females.	1	2	3	4	5		
	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.
14 to 30 - -	1 6	2 3	3 0	4 6	6 0	7 6	9 0
31 to 40 - -	2 3	3 4½	4 6	6 9	9 0	11 3	13 6
41 to 50 - -	3 3	4 10½	6 6	9 9	13 0	16 3	19 6

Conditions of Receiving Sick Pay.

15. Any member (subject as hereinafter mentioned) who shall be afflicted with illness lasting for more than two consecutive days, disabling him from following his calling, and not resulting from old age, or from any disease, complaint or weakness, which was not concealed at the time of his admission to the society, shall be entitled to the benefits hereinafter mentioned and called sick pay, and if he has subscribed for medical attendance he shall be entitled to have the free attendance of the surgeon to whom he has been allotted.

Scale of Sick Pay.

18. Any member claiming and entitled to sick pay shall receive a sum in accordance with the following table :

TABLE 5.

Members in Class 1 shall receive	per week.	per working day.
" " 2 "	7s. 6d.	1s. 3d.
" " 3 "	10s.	1s. 8d.
" " 4 "	15s.	2s. 6d.
" " 5 "	20s.	3s. 4d.
" " 6 "	25s.	4s. 2d.
" " 7 "	30s.	5s.

Half-Pay.

19. If a member who has declared on the funds shall continue ill, and require sick pay for a period longer than six months, he shall, after the expiration of that period, receive half only of the foregoing sick pay per week for the remainder of his illness.

Blindness.

24. Any member who shall be afflicted with blindness or temporary loss of sight to such a degree as to prevent his following his employment, shall be entitled to receive the full sick pay for a period of not more than the first six calendar months of such affliction, but after such period, should he no longer require medical treatment for the restoration of his sight, his allowance shall be reduced to the scale appended hereto so long as the affliction may last, provided the affliction has wholly come upon him during his membership, and does not arise from any affliction previous to his membership, he shall be allowed to follow any employment within his power to assist him in procuring a livelihood.

Members in Class 1 shall receive 1s. 6d. per week.

" " 2 "	2s. 3d.	" "
" " 3 "	3s.	" "
" " 4 "	4s. 6d.	" "
" " 5 "	6s.	" "
" " 6 "	7s. 6d.	" "
" " 7 "	9s.	" "

Loss of Limb, etc.

25. Any member who shall be disabled from following his employment by loss of limb, paralysis, or by any disease requiring medical treatment, shall, subject to

Rule 19, receive full sick pay so long as he shall require medical treatment, or be totally disabled from following any employment, but where the surgeon attending him certifies (after receiving six months' full pay) that such member is recovered as far as medical treatment can avail, he shall receive, so long as such affliction may last, an allowance in accordance with the reduced scale mentioned in Rule 24, and shall be allowed to follow any employment to assist him in procuring a livelihood.

Chronic Disease.

26. Any member who shall be disabled from following his employment in consequence of permanent disability resulting from chronic disease, shall receive sick allowance in accordance with the reduced scale mentioned in Rule 24, so long as he continues a member of the society.

Non-disabling Ailments.

27. When a member is afflicted with any disease that does not prevent him following his usual employment, he shall not be entitled to any sick allowance, but if he has subscribed for medical attendance he shall be entitled to be attended by the surgeon to whom he has been allotted so long as the same will, in the opinion of the surgeon attending him, tend to benefit the disease.

Where Special Benefits are to be Charged.

28. The claims of members under Rules 24, 25, and 26, shall only affect the current income of the society, and shall not be a charge on the accumulated fund.

Premature Old Age.

29. No sick pay shall be allowed on account of infirmity arising from old age, but a member afflicted thereby may, with the consent of the Executive Committee, act upon the superannuation Rule 35, before attaining the age of sixty-five years.

Insanity.

30. Any member being afflicted with mental disease lasting twelve months shall receive full sick pay during six months, and half-pay for a like period, but if at the expiration of that time there is no abatement of the affliction, he shall then be paid out all the monies standing to his credit in the society, and his membership shall cease.

Pregnancy and Child-birth.

34. On the birth of a child, a female member may withdraw from her own surplus capital a sum not exceeding one pound ten shillings, provided that after such sum has been withdrawn there remains in the society an amount equal to two years' surplus or upwards, in such member's own right. But in case of the member's death, should the remaining balance be less than the £5 or £10 to which the member is entitled, the amount so withdrawn shall be calculated as though it still stood to the credit of the member. The lying-in month is not considered sickness, nor any illness arising from pregnancy under the rules of the society, and members are not entitled to sick pay for such times, nor to medical attendance.

APPENDIX No. XIX. (B.)—continued.

Handed in by Mr. F. W. Daniels, Birmingham. (Q. 44919.

SUPERANNUATION OR DEATH OF MEMBERS.

Retiring.—Annuity.

35. At the age of sixty-five years each member shall cease to contribute to or receive any sick pay from the society, and his membership shall cease; but he shall have the option of receiving the whole amount which shall be then standing to his credit in the books of the society without any forfeit or deduction whatever, or of surrendering that amount to the society in exchange for an annuity to continue during the residue of his life, at such rate for every pound of the amount so surrendered as may be agreed upon between the executive committee and the member, and certified by a qualified actuary, or the general secretary will, if preferred, without charge to the member, do all necessary things to invest the sum to which the member is entitled, in the purchase of a Government annuity.

Old Age.

36. If any member shall be afflicted with any infirmity resulting from old age before he shall actually have attained the age of sixty-five years, he may, with the consent of the executive committee, be permitted to discontinue his membership and avail himself of Rule 35.

Payment at Death.

38. Upon the death of a member, there shall be paid to the person or persons entitled thereto through such member, the entire sum standing to his credit in the books of the society at the last annual appropriation.

Levy for Death of Member.

39. In the event of the death of a member who, if in Classes I. and II., has less than £5, or if in any other class

has less than £10 standing to his credit, a levy shall be made upon the members of such a sum as may be necessary to bring the amount payable up to £5 or £10 as the case may be, or as near as the number of members will allow.

Levy on Death of Wife or Husband.

40. Should the wife or husband of any member die, a levy shall be made upon the members of such a sum as may be necessary to raise the sum of £5, which shall be paid to the member for the funeral expenses of his wife or her husband. Such levy shall be made for one wife or husband only of the same member.

For the purposes of Rules 39 and 40, a general levy shall be made upon the whole society, sufficient to produce such an amount as will be required to meet the liabilities under these rules.

LIFE ASSURANCE.

42. To give members an option of providing for their families in case of early decease the following tables have been compiled in accordance with the Carlisle rate of mortality, rate of interest 2½ per cent.

WHOLE LIFE ASSURANCES.

43. Single, annual, and lunar monthly premiums (including 10 per cent. to the management fund) for an assurance of £100* at death.

* Note.—Assurances may be effected for other amounts from £25 up to, but not exceeding £200, at proportionate rates of contribution.

TABLE 6.

Age next Birthday.	Single Payment.	Annual Payment.	Lunar Monthly Payment.	Age next Birthday.	Single Payment.	Annual Payment.	Lunar Monthly Payment.
	£ s. d.	£ s. d.	£ s. d.		£ s. d.	£ s. d.	£ s. d.
16	37 9 5	1 9 3	0 2 4	39	52 0 11	2 12 11	0 4 4
17	38 0 0	1 9 11	0 2 5	40	52 15 9	2 14 6	0 4 5
18	38 10 7	1 10 7	0 2 6	41	53 10 1	2 16 2	0 4 7
19	39 1 2	1 11 3	0 2 6	42	54 4 2	2 17 9	0 4 8
20	39 12 2	1 12 0	0 2 7	43	54 18 4	2 19 5	0 4 10
21	40 3 7	1 12 9	0 2 8	44	55 12 10	3 1 2	0 5 0
22	40 15 5	1 13 7	0 2 9	45	56 7 9	3 3 1	0 5 1
23	41 7 7	1 14 5	0 2 10	46	57 3 3	3 5 1	0 5 3
24	42 0 1	1 15 3	0 2 10	47	57 18 5	3 7 3	0 5 5
25	42 13 0	1 16 3	0 2 11	48	58 16 4	3 9 8	0 5 8
26	43 6 0	1 17 3	0 3 0	49	59 14 6	3 12 4	0 5 10
27	43 19 5	1 18 3	0 3 1	50	60 13 8	3 15 3	0 6 1
28	44 12 10	1 19 4	0 3 2	51	61 13 8	3 18 6	0 6 4
29	45 5 7	2 0 4	0 3 3	52	62 14 0	4 1 11	0 6 8
30	45 17 7	2 1 4	0 3 4	53	63 14 3	4 5 8	0 6 11
31	46 9 9	2 2 4	0 3 5	54	64 14 8	4 9 5	0 7 3
32	47 2 2	2 3 5	0 3 6	55	65 14 8	4 13 8	0 7 7
33	47 15 2	2 4 7	0 3 7	56	66 16 5	4 18 3	0 8 0
34	48 8 8	2 5 10	0 3 9	57	67 17 8	5 3 1	0 8 4
35	49 2 6	2 7 1	0 3 10	58	68 18 8	5 8 2	0 8 9
36	49 16 10	2 8 5	0 3 11	59	69 18 6	5 13 5	0 9 2
37	50 11 3	2 9 11	0 4 1	60	70 17 0	5 18 7	0 9 7
38	51 6 0	2 11 4	0 4 2				

Any member under Table 6, whose age does not exceed forty-five at date of entry who, after paying five years' full premiums, wishes to discontinue, may receive a free policy for the full amount of the premiums paid, if applied for within the thirty days of grace; if, however, the thirty days of grace have expired, the member is entitled to the surrender value if applied for within twelve calendar months of the premium becoming due.

The surrender value under this table is 25 per cent. of the subscriptions paid, excluding the first two years' payments.

ENDOWMENT ASSURANCE.

44. Single, annual, and lunar monthly premiums (including 10 per cent. to the management fund) for an assurance of £100,* payable to the assured on his attaining the age of sixty or sixty-five; or to his representatives at death, should that occur previously.

* Note.—Assurances may be effected for other amounts from £25 up to, but not exceeding £200, at proportionate rates of contribution.

APPENDIX No. XIX. (B.)—continued.

Handed in by Mr. F. W. Daniels, Birmingham. (Q. 44919.)

TABLE 7.

Age next Birthday.	Payable at 60, or at death should that occur previously.						Payable at 65, or at death should that occur previously.											
	Single Payment.			Annual Payment.			Lunar Monthly Payment.			Single Payment.			Annual Payment.			Lunar Monthly Payment.		
	£	s.	d.	£	s.	d.	£	s.	d.	£	s.	d.	£	s.	d.	£	s.	d.
16	43	3	11	1	17	1	0	3	0	41	1	4	1	14	1	0	2	9
17	43	18	0	1	18	2	0	3	1	41	14	0	1	15	1	0	2	10
18	44	12	3	1	19	3	0	3	2	42	6	11	1	16	1	0	2	11
19	45	7	0	2	0	6	0	3	3	43	0	2	1	17	0	0	3	0
20	46	2	1	2	1	9	0	3	4	43	13	9	1	17	10	0	3	0
21	46	17	7	2	3	1	0	3	6	44	7	9	1	18	10	0	3	1
22	47	13	10	2	4	6	0	3	7	45	2	4	2	0	1	0	3	3
23	48	10	5	2	6	0	0	3	9	45	17	4	2	1	4	0	3	4
24	49	7	7	2	7	7	0	3	10	46	12	9	2	2	8	0	3	5
25	50	5	2	2	9	3	0	4	0	47	8	9	2	4	0	0	3	7
26	51	3	2	2	11	1	0	4	2	48	4	9	2	5	6	0	3	8
27	52	1	7	2	13	0	0	4	3	49	1	0	2	7	0	0	3	10
28	53	0	1	2	15	0	0	4	5	49	17	4	2	8	7	0	3	11
29	53	18	7	2	17	1	0	4	7	50	13	9	2	10	2	0	4	1
30	54	17	2	2	19	3	0	4	9	51	10	1	2	11	10	0	4	2
31	55	15	9	3	1	6	0	5	0	52	6	5	2	13	6	0	4	4
32	56	14	9	3	4	0	0	5	2	53	3	1	2	15	4	0	4	6
33	57	14	5	3	6	8	0	5	5	54	0	0	2	17	4	0	4	8
34	58	15	0	3	9	6	0	5	7	54	18	3	2	19	5	0	4	10
35	59	16	2	3	12	7	0	5	10	55	16	9	3	1	8	0	5	0
36	60	18	1	3	16	0	0	6	1	56	15	10	3	4	1	0	5	2
37	62	0	6	3	19	8	0	6	5	57	15	4	3	6	8	0	5	4
38	63	3	6	4	3	8	0	6	9	58	15	3	3	9	6	0	5	7
39	64	7	2	4	8	1	0	7	1	59	15	6	3	12	6	0	5	10
40	65	11	1	4	12	10	0	7	6	60	16	1	3	15	8	0	6	1
41	66	15	3	4	18	0	0	7	11	61	16	8	3	19	0	0	6	5
42	67	19	10	5	3	7	0	8	4	62	17	6	4	2	7	0	6	8
43	69	5	2	5	9	9	0	8	10	63	18	7	4	6	5	0	7	0
44	70	11	1	5	16	9	0	9	5	65	0	1	4	10	7	0	7	4
45	71	18	0	6	4	9	0	10	1	66	2	3	4	15	3	0	7	8
46	73	6	1	6	13	11	0	10	10	67	7	6	5	0	5	0	8	1
47	74	15	3	7	4	6	0	11	8	68	10	4	5	6	1	0	8	7
48	76	5	8	7	16	11	0	12	8	69	16	0	5	12	8	0	9	1
49	77	17	8	8	11	9	0	13	10	71	2	8	6	0	0	0	9	8
50	79	11	0	9	9	9	0	15	4	72	10	8	6	8	11	0	10	5
51	81	5	9	10	11	11	0	17	1	74	0	0	6	18	11	0	11	2
52	83	1	7	11	19	6	0	19	4	75	9	11	7	10	4	0	12	2
53	84	18	6	13	14	9	1	2	2	77	1	0	8	3	10	0	13	3
54	86	16	8	16	1	9	1	6	0	78	12	4	8	19	6	0	14	6
55	88	16	4	19	7	5	1	11	4	80	5	0	9	18	2	0	16	0

Under this table the policy holder may discontinue paying premiums at any time after five years, and secure a paid-up policy for a sum proportionate to the number of ordinary premiums paid, if applied for within the thirty days of grace. If, however, the thirty days of grace have expired, the member is entitled to the surrender value, if applied for within twelve calendar months of the premiums becoming due.

The surrender value of the policies under Table 7 is not less than half the subscriptions paid, excluding the first two years' payments.

45. *Days of Grace.*—Thirty days are allowed for the payment of premiums under all the assurance tables. In the event of death occurring within the days of grace, the claim will be paid, less the premiums due, unless the same be previously paid by the representatives of the deceased.

If the premiums are not paid within thirty days, the policies will lapse.

Members.

46. Such regulations as may be deemed necessary for the examination and admission of members in this section are left to the discretion of the executive.

Medical Attendance.

72. Each member of the society who shall be desirous of having medical attendance during illness shall, in addition to all other payments required by these rules, pay one penny per week, or such sum as the executive committee shall prescribe, to provide for the remuneration of the surgeon under the foregoing rule, and the expenses of the society in making arrangements for medical attendance.

PROVISION FOR EXPENSES OF MANAGEMENT.

Sums set aside for Management.

74. An account shall be opened in the books of the society to be called "The Management Fund," to which shall be carried not more than ten per cent. of all the subscriptions received from the members in accordance with Rules 7, 8, and 42, and also all fines and fees mentioned in these rules, together with the sum of one penny per week payable under these rules by members in respect of medical attendance, and all moneys received from the sale of pay-cards and rules.

Divisional Expenses.

75. Should the management expenses of a division, including the expenses of the districts, exceed the sum of $7\frac{1}{2}$ per cent. of all the subscriptions received, the excess shall be made up by a levy upon all the members of such division, proportionately, accordingly to the class to which the member contributes.

Object of Management Fund.

76. The necessary expenses of management shall be defrayed out of the management fund, and no part of the net subscriptions of the members others than as aforesaid shall be applicable for such expenses.

Deficiency in Management Fund.

77. In the event of the expenses of management at any time exceeding the amount of the fund hereby created the deficiency shall be made up by contribution of an equal sum per head to be levied upon all the members of the society not in receipt of sick pay.]

APPENDIX No. XIX. (B).—*continued.**Handed in by Mr. F. W. Daniels, Birmingham. H.Q. 44919.**Surplus Funds.*

78. The executive committee may, at the close of any year, if they think fit, and if the amount of the management fund be greater than what has been required to meet the necessary expenses, either carry the balance over to the fund for the next year, or may carry it to a reserve fund, or may add the balance or surplus to the general funds of the society, and in this event such general funds shall not afterwards be liable to recoup the amount so transferred to them.

INVESTMENT OF FUNDS, HOLDING OF LAND, ETC.

Scope of Investments.

96. So much of the funds of the society as may not be wanted for immediate use or to meet the usual accruing liabilities shall, with the consent of the executive committee, be invested by the trustees in such of the following ways as such executive committee shall direct, namely: in any savings bank certified under the Act of 1863, or Post Office Savings bank; in any of the public stocks, funds, or Government securities of the United Kingdom, or upon freehold, copyhold, or leasehold securities, in England or Wales (the leaseholds having not less than fifty years unexpired at the date of investment), or in or upon the stock funds or other securities of any municipal corporation in the United Kingdom, or in the purchase of land, with or without building thereon, or in the erection or alteration of buildings thereon, as after mentioned.

Selling and Buying Powers.

97. The trustees with the consent of the executive committee may purchase or take on lease any land, and may sell, exchange, mortgage, lease, or build upon the same (with power to alter or pull down buildings and again rebuild), and no purchaser, assignee, mortgagee, or tenant shall be bound to inquire as to the authority for any sale, exchange, mortgage, or lease by the trustees, and the receipt of the trustees shall be a discharge for all moneys arising from or in connection with such sale, exchange, mortgage, or lease.

Mortgage Receipts.

98. Mortgages or other assurances for securing money to the society may be vacated by a receipt endorsed, signed by the trustees, and countersigned by the general secretary, in the form contained in the Schedule to the Act.

Division of Surplus Funds.

106. The surplus contributions received from the members during the past year, together with the interest arising from investments, after providing for all claims thereon under these rules, and also for interest on surplus funds, and for a reserve fund if the executive committee shall so determine, shall be accumulated at interest for the use of the members, and shall be placed to the credit of the members in the books of the society in proportion to the weekly amounts of sick pay for which members are severally assured, and interest at £5 per cent. per annum from January 1st in the year in which the appointment takes place (or such lesser rate of interest as the total investments of the society may have yielded for that year) shall be calculated and allowed upon the amount standing to the credit of each member before the division of surplus profit for that year is made.

Division of Profits for portion of Year.

107. Members who have subscribed for a part only of the year for which the division takes place, shall be entitled to a proportionate part of the amount to which they would have been entitled if they had subscribed for the whole year; except that no member shall be entitled to any appropriation for the first three months of his membership.

Object of the Division of Surplus Funds.

108. The apportionment of surplus funds under these rules shall only be made for the purpose of ascertaining the share of the surplus funds to which a member shall be entitled upon ceasing to belong to the society.

MORTGAGES TO THE SOCIETY.

Mortgages.

109. In investing the funds of the society upon mortgages, applications for advances made by persons who are

members of the society shall have a prior claim for the consideration of the executive committee, and in the event of there being applications for loans from persons who are members to an amount exceeding the funds available for investment, and the securities offered being equally eligible, the applications shall be dealt with according to priority of application. Members who have received advances may pay off the whole or any part thereof in sums of not less than £5, and shall be charged interest only on the balance due on the mortgage. So long as any money is due from a member to the society on a mortgage, or on any other account whatsoever, the society shall have a first and permanent lien upon all sums of money which may be in or come to the hands of the society or the trustees, for the account of the member or any person claiming through or in trust for him.

TERMINATION OF MEMBERSHIP BY NOTICE.

Resignation of Membership.

110. In the event of any member wishing to discontinue his subscription to the society, and giving notice of his desire to the general or divisional secretary, and paying all arrears, fines, and levies due from him up to the time of giving such notice, he shall cease to be entitled to any benefit from the society, except that at the expiration of the year during which such notice has been given, the amount standing to the credit of the member in the books of the society before the last two appropriations shall be paid to him; but should a member desire to leave the society and still continue his payments to the end of the year, he shall give not less than three months' notice of such intention to the general or divisional secretary, and in this case there shall be paid to him the amount that stood to his credit in the books of the society before the appropriation of the last preceding year. Paying out a member in either case terminates membership.

Expulsion of Members.

111. If any member shall be expelled from the society under any of these rules, he shall be considered as standing in the position of a member who, on the date of such expulsion, gives notice under this rule of his desire to withdraw.

Immorality.

112. Any member guilty of flagrant immorality shall be expelled, and shall not be permitted to re-enter the society for a period of two years, when he may be allowed to apply in accordance with the terms for the admission of new members. The members thus expelled shall be dealt with in other respects under the foregoing rules relating to termination of membership.

MISCELLANEOUS RULES.

Balancing Clause.

123. In the event of the income of the society from all sources being insufficient in any year to meet the demands for annuities and sick pay in consequence of the prevalence of any epidemic, or from any other cause, the proportion of the surplus funds placed to the credit of the then members under Rule 106 shall be liable to make good the deficiency by contributing in proportion to the weekly amounts of sick pay for which members are severally assured.

W. FINNEMORE, *Member.*JAS. HY. COOK, *Member.*THOS. S. LAMBERT, *Member.*FRANCIS W. DANIELS, *Secretary.*

Registered No. 1710 Warwick. Complete Amendment.

ACKNOWLEDGMENT OF REGISTRY OF AMENDMENT OF RULES.

The foregoing amendment of the Rules of the Ideal Benefit Society, a friendly society, is registered under the Friendly Societies Act, 1896, this 22nd day of December, 1906.

G D. B.

Copy kept.—G. D. B.

APPENDIX No. XIX, (B).—continued.

Handed in by Mr. F. W. Daniels, Birmingham. (Q. 44919.)

MEMBERS' INVESTMENT TABLE—SCHEME III.

TABLE 8.

Special table for the accumulation of small periodical savings for the following purposes:—

- (1) To accumulate a sum of money with which to avail himself of Schemes I. and II.

(2) To increase the accumulations provided by the members' appropriations.

(3) To provide a fund for any temporary emergency without having to withdraw from the Appropriation Accumulation Fund.

Under this Table any weekly sum can be subscribed.

The table is calculated on the basis of 1s. per week at $3\frac{1}{2}$ per cent. interest on every penny due at the end of every quarter. Any number of shillings, or the fractional part ($\frac{1}{4}$, $\frac{2}{4}$, or $\frac{3}{4}$) of a shilling, can be subscribed. Subscriptions may be paid in any manner convenient to the member so long as there are no arrears at the end of the first and every succeeding quarter.

Every member can ascertain for himself the exact amount due to him whatever amount he may elect to subscribe.

There is no deduction at death or on withdrawal.

Examples are given as to the working of the table at the end.

THE BIRMINGHAM MUTUAL BANK, LIMITED.

MEMBERS' INVESTMENT TABLE No 8.

End of each Quarter.	Principal Subscribed.			Interest due.			Total Amount due on Withdrawal.			End of each Quarter.	Principal Subscribed.			Interest due.			Total Amount due on Withdrawal.		
	£	s.	d.	£	s.	d.	£	s.	d.		£	s.	d.	£	s.	d.	£	s.	d.
1	0	13	0	0	0	0	0	13	0	53	34	9	0	9	2	10	43	11	10
2	1	6	0	0	0	1	1	6	1	54	35	2	0	9	10	5	44	12	5
3	1	19	0	0	0	4	1	19	4	55	35	15	0	9	18	3	45	13	3
4	2	12	0	0	0	8	2	12	8	56	36	8	0	10	6	3	46	14	3
1 year										14 years									
5	3	5	0	0	1	2	3	6	2	57	37	1	0	10	14	5	47	15	5
6	3	18	0	0	1	9	3	19	9	58	37	14	0	11	2	10	48	16	10
7	4	11	0	0	2	5	4	13	5	59	38	7	0	11	11	4	49	18	4
8	5	4	0	0	3	3	5	7	3	60	39	0	0	12	0	0	51	0	0
2 years										15 years									
9	5	17	0	0	4	2	6	1	2	61	39	13	0	12	9	0	52	2	0
10	6	10	0	0	5	3	6	15	3	62	40	6	0	12	18	2	53	4	2
11	7	3	0	0	6	5	7	9	5	63	40	19	0	13	7	5	54	6	5
12	7	16	0	0	7	9	8	3	9	64	41	12	0	13	16	11	55	8	11
3 years										16 years									
13	8	9	0	0	9	2	8	18	2	65	42	5	0	14	6	8	56	11	8
14	9	2	0	0	10	8	9	12	8	66	42	18	0	14	16	7	57	14	7
15	9	15	0	0	12	5	10	7	5	67	43	11	0	15	6	8	58	17	8
16	10	8	0	0	14	2	11	2	2	68	44	4	0	15	17	0	60	1	0
4 years										17 years									
17	11	1	0	0	16	2	11	17	2	69	44	17	0	16	7	6	61	4	6
18	11	14	0	0	18	3	12	12	3	70	45	10	0	16	18	2	62	8	2
19	12	7	0	1	0	5	13	7	5	71	46	3	0	17	9	1	63	12	1
20	13	0	0	1	2	9	14	2	9	72	46	16	0	18	0	3	64	16	3
5 years										18 years									
21	13	13	0	1	5	3	14	18	3	73	47	9	0	18	11	7	66	0	7
22	14	6	0	1	7	10	15	13	10	74	48	2	0	19	3	2	67	5	2
23	14	19	0	1	10	7	16	9	7	75	48	15	0	19	14	11	68	9	11
24	15	12	0	1	13	6	17	5	6	76	49	8	0	20	6	11	69	14	11
6 years										19 years									
25	16	5	0	1	16	6	18	1	6	77	50	1	0	20	19	1	71	0	1
26	16	18	0	1	19	8	18	17	8	78	50	14	0	21	11	6	72	5	6
27	17	11	0	2	3	0	19	14	0	79	51	7	0	22	4	2	73	11	2
28	18	4	0	2	6	5	20	10	5	80	52	0	0	22	17	1	74	17	1
7 years										20 years									
29	18	17	0	2	10	0	21	7	0	81	52	13	0	23	10	2	76	3	2
30	19	10	0	2	13	9	22	3	9	82	53	6	0	24	3	6	77	9	6
31	20	3	0	2	17	8	23	0	8	83	53	19	0	24	17	0	78	16	0
32	20	16	0	3	1	8	23	17	8	84	54	12	0	25	10	10	80	2	10
8 years										21 years									
33	21	9	0	3	5	10	24	14	10	85	55	5	0	26	4	10	81	9	10
34	22	2	0	3	10	2	25	12	2	86	55	18	0	26	19	1	82	17	1
35	22	15	0	3	14	8	26	9	8	87	56	11	0	27	13	7	84	4	7
36	23	8	0	3	19	3	27	7	3	88	57	4	0	28	8	4	85	12	4
9 years										22 years									
37	24	1	0	4	4	1	28	5	1	89	57	17	0	29	3	4	87	0	4
38	24	14	0	4	9	0	29	3	0	90	58	10	0	29	18	7	88	8	7
39	25	7	0	4	14	1	30	1	1	91	59	3	0	30	14	0	89	17	0
40	26	0	0	4	19	5	30	19	5	92	59	16	0	31	9	9	91	5	9
10 years										23 years									
41	26	13	0	5	4	9	31	17	9	93	60	9	0	32	5	9	92	14	9
42	27	6	0	5	10	4	32	16	4	94	61	2	0	33	2	0	94	4	0
43	27	19	0	5	16	1	33	15	1	95	61	15	0	33	18	5	95	13	5
44	28	12	0	6	2	0	34	14	0	96	62	8	0	34	15	2	97	3	2
11 years										24 years									
45	29	5	0	6	8	1	35	13	1	97	63	1	0	35	12	2	98	13	2
46	29	18	0	6	14	4	36	12	4	98	63	14	0	36	9	6	100	3	6
47	30	11	0	7	0	9	37	11	9	99	64	7	0	37	7	0	101	14	0
48	31	4	0	7	7	4	38	11	4	100	65	0	0	38	4	10	103	4	10
12 years										25 years									
49	31	17	0	7	14	1	39	11	1	101	65	13	0	39	2	11	104	15	11
50	32	10	0	8	1	0	40	11	0	102	66	6	0	40	1	3	106	7	3
51	33	3	0	8	8	1	41	11	1	103	66	19	0	40	19	10	107	18	10
52	33	16	0	8	15	4	42	11	4	104	67	12	0	41	18	8	109	10	8
13 years										26 years									

APPENDIX No. XIX (B)—continued.

Handed in by Mr. F. W. Daniels, Birmingham. (Q. 44919.)

TABLE 8—continued.

End of each Quarter.	Principal Subscribed.			Interest due.			Total Amount due on Withdrawal.			End of each Quarter.	Principal Subscribed.			Interest due.			Total Amount due on Withdrawal.		
	£	s.	d.	£	s.	d.	£	s.	d.		£	s.	d.	£	s.	d.	£	s.	d.
105	68	5	0	42	17	10	111	2	10	129	83	17	0	70	8	4	154	5	4
106	68	18	0	43	17	4	112	15	4	130	84	10	0	71	15	4	156	5	4
107	69	11	0	44	17	1	114	8	1	131	85	3	0	73	2	8	158	5	8
108	70	4	0	45	17	1	116	1	1	132	85	16	0	74	10	4	160	6	4
27 years										33 years.									
109	70	17	0	46	17	5	117	14	5	133	86	9	0	75	18	5	162	7	5
110	71	10	0	47	18	0	119	8	0	134	87	2	0	77	6	10	164	8	10
111	72	3	0	48	18	11	121	1	11	135	87	15	0	78	15	7	166	10	7
112	72	16	0	50	0	2	122	16	2	136	88	8	0	80	4	9	168	12	9
28 years										34 years.									
113	73	9	0	51	1	7	124	10	7	137	89	1	0	81	14	3	170	15	3
114	74	2	0	52	3	5	126	5	5	138	89	14	0	83	4	1	172	18	1
115	74	15	0	53	5	6	128	0	6	139	90	7	0	84	14	5	175	1	5
116	75	8	0	54	7	11	129	15	11	140	91	0	0	86	5	0	177	5	0
29 years										35 years.									
117	76	1	0	55	10	7	131	11	7	141	91	13	0	87	16	0	179	9	0
118	76	14	0	56	13	7	133	7	7	142	92	6	0	89	7	5	181	13	5
119	77	7	0	57	17	0	135	4	0	143	92	19	0	90	19	3	183	18	3
120	78	0	0	59	0	8	137	0	8	144	93	12	0	92	11	5	186	3	5
30 years										36 years.									
121	78	13	0	60	4	7	138	17	7	145	94	5	0	94	4	0	188	9	0
122	79	6	0	61	8	11	140	14	11	146	94	18	0	95	17	0	190	15	0
123	79	19	0	62	13	6	142	12	6	147	95	11	0	97	10	4	193	1	4
124	80	12	0	63	18	5	144	10	5	148	96	4	0	99	4	2	195	8	2
31 years										37 years.									
125	81	5	0	65	3	9	146	8	9	149	96	17	0	100	18	4	197	15	4
126	81	18	0	66	9	5	148	7	5	150	97	10	0	102	13	0	200	3	0
127	82	11	0	67	15	4	150	6	4	37½ yrs.									
128	83	4	0	69	1	8	152	5	8										
32 years.																			

APPENDIX No. XX. (A).

(Handed in by Miss Helen Newill, King's Norton Union. (Q. 44920 (3).)

SCHEME FOR PROPOSED NEW HOME IN CONNECTION WITH THE WORKHOUSE MAGDALEN CHARITY, WORKING WITHIN THE AREAS OF THE BIRMINGHAM, ASTON, AND KING'S NORTON BOARDS OF GUARDIANS.

October, 1906.

1. That a home be established within (or near to) the City of Birmingham where young unmarried women about to become mothers may be received; that cases admitted before confinement be discharged for the lying-in, either to the proper workhouse, some lying-in hospital, or some other suitable place, and re-admitted to the home as early as practicable.

2. The young women will be expected to stay in the home for a period of not less than four months, during which they will be trained in moral and industrious habits; brought under moral influence and fitted for domestic or other employment, such as laundry work, if desirable.

3. That premises suitable for the purpose and capable of accommodating twelve to fifteen young women, their babies, and the requisite staff, be hired on lease or purchased if sufficient funds be available.

4. That the Birmingham, Aston, and King's Norton Boards of Guardians be asked to agree that in the event of the home being established they will increase their annual subscriptions towards the funds of the charity from 7 guineas each per annum to 25 guineas per annum.

In consideration of their doing so that cases on the application of those boards be charged at the reduced rate of 5s. weekly with an addition of 1s. for each baby maintained.

5. That the Birmingham, Aston, and King's Norton Boards each have the right to nominate a representative upon the executive committee of the charity.

6. That cases from boards of guardians other than those named be admitted upon a payment of an entrance fee of £2, and 7s. weekly, with an addition of 1s. weekly for each baby maintained.

7. That private cases be admitted upon such terms and conditions as the committee of the home may decide.

8. Such a home as is contemplated would need a staff of:—

- (1) Lady superintendent: voluntary, if possible.
- (2) Nurse: not more than £20 per annum.
- (3) Cook-general: not more than £18 per annum
- (4) Laundress: if laundry be found necessary.

9. That an appeal be made to the charitable public for (a) donations towards the establishment of the home, and (b) annual subscriptions towards its maintenance and the general work of the Magdalen Charity.

APPENDIX No. XXI. (A).

Handed in by Sir Hallowell Rogers, Birmingham. (Q. 45294 (3).)

CONSTITUTION AND RULES OF THE CITY OF BIRMINGHAM AID SOCIETY.

1. The name of the association shall be "The City of Birmingham Aid Society." The association shall consist of the members of the executive council, the branch committees and district helpers hereinafter mentioned, and also all annual subscribers of sums of 5s. and upwards to the funds of the society.

2. Its object shall be to administer adequate assistance to residents of the city who are in distress, and whom it is not desirable to help through the Poor Law; and to concert measures for the prevention of distress, as far as is possible.

3. An annual meeting of the members of the society shall be held to receive reports and balance sheet. This meeting, or an extraordinary meeting of the members of the society to be called by the executive council, shall have power to alter the constitution or rules, due notice of such alterations having been given.

4. The work of the society shall be carried out by means of the following organisation:—

(a) An executive council.

(b) Seven branch committees working in different parts of the city.

(c) District helpers' committees, as many as shall be considered necessary for the efficient working of each branch.

5. *The Executive Council:—*

(1) The executive council shall consist of the Lord Mayor, who shall always be president, if willing to serve; the chairmen, hon. secretaries, hon. treasurers of the branch committees, and two additional representatives elected by each branch committee; a representative from each of the Birmingham, Aston and King's Norton boards of guardians, a representative of the distress committee under the Unemployed Workmen Act, 1905, a representative of the Charity Organisation Society, a representative of the Women's Settlement and of the Birmingham Trades' Council, and other persons possessing special knowledge who may from time to time be co-opted by the executive council. The first executive council shall include the present officers of the City of Birmingham Aid Committee.

(2) The executive council shall elect a chairman, vice-chairman, hon. treasurer, hon. secretary, and hon. assistant secretary, and such other honorary officers as they may consider expedient, and shall have power to employ paid clerical assistance if and when such assistance shall be deemed requisite.

(3) The executive council shall appoint a finance committee consisting of the hon. officers of the council, together with the hon. treasurers of all the branches, and such other persons as the council may select if at any time they shall consider it desirable to do so. The business of the finance committee shall be to raise a fund for carrying out the objects of the association, and to exercise control over the expenditure of such fund, subject to the direction of the executive council.

(4) It shall be the duty of the executive council to exercise control over all operations of the society, to receive periodical reports from the branches, and to frame such special regulations as may from time to time be necessary for the efficient working of the society.

(5) It shall also be the duty of the executive council to discuss from time to time questions of general interest having reference to the causes of poverty and distress, the administration of relief, and proposed remedies for existing circumstances.

(6) The executive council shall have power to

appoint sub-committees and to delegate to them such powers as they may deem desirable.

6. *The Branch Committee:—*

(1) There shall be seven branch committees, the boundaries of whose several areas shall be defined by the executive council.

(2) Each branch shall have within its own area an office which shall serve as a meeting place of the various district committees.

(3) The branch chairman shall be appointed by the executive council. He shall preside at the meetings of the branch committee, and prepare reports for the executive as to the condition of the area covered by the branch. It shall also be his duty to satisfy himself, by periodical visits or otherwise, that the work of the district committees comprised in his branch is carried out efficiently, and in accordance with the rules of the society. All disputes arising within a district committee shall be referred to him for settlement, with a final right of appeal to the executive council.

(4) The hon. treasurer of the branch shall be appointed by the executive council. His duties shall be to supervise the expenditure of the district committees, to receive monthly, or more often if necessary, all accounts for relief and other expenditure, to submit them for approval to the finance committee and pay the accounts.

(5) The hon. secretary of the branch shall be appointed by the executive council. His duties shall be to register all cases dealt with by the district committees of his branch, and to assist the chairman in his work of supervision.

(6) The branch committee shall consist of the above-mentioned officers, together with the chairmen and hon. secretaries of the district committees of the branch, and two representatives elected by each district helpers' committee. It shall also include the city councillors, the guardians and the lady health visitor of the area, and a representative from each provided and non-provided school in the area. It shall meet quarterly at least, and shall discuss matters affecting the work of the branch with a view to the report of the chairman to the executive council.

Meetings may be called at other than the stated times, at the request of any district committee, with the approval of the chairman of the branch.

7. *The District Committee:—*

(1) The district helpers shall form the district committee.

(2) Persons willing to become district helpers shall be appointed by the committee of the district in which they are willing to work, and shall include representatives of the religious bodies at work within the district, if they are willing to serve. The helpers may be persons of either sex. The names of all district helpers shall be submitted to and their appointment confirmed, annually and from time to time as occasion requires, by the executive council.

(3) The district chairman shall be elected by the helpers of his district. His duties shall be to preside at the committee meetings at which cases are discussed and relief allotted, to assign to various helpers the cases that are brought to his notice, to advise the helpers concerning the best way of dealing with individual cases, and generally to supervise the administration of relief in his district.

(4) The hon. district secretary shall be elected by the district committee. His duties shall be to

APPENDIX No. XXI. (A).—*continued.**Handed in by Sir Hallowell Rogers, Birmingham. (Q. 45294 (3).)*

file and register all case papers for his own committee, and also to supply to the branch secretary the information necessary for the general register of the branch. He shall also obtain from other branches all information that may be requisite concerning any given case.

The district secretaries of any branch shall have access to the general register of the branch and also to one another's case files.

Each helper shall have a moderate group of houses assigned to him for general visitation, in order that he may make himself acquainted with the general circumstances of the people.

He shall also be entrusted by the district chairman with the special care of a small number of families in distressed circumstances, not necessarily residing in his group of houses, and shall visit every such family at least once a week, in order to administer the relief

and to watch the case. He shall attend the district committee meetings in order to assist by his advice, even if he himself has no case in hand at the moment.

Except in cases of immediate necessity no helper shall give relief unless it has been sanctioned by his committee. All relief orders must be countersigned by the chairman of the district committee.

Every effort must be made by helpers and by the chairman to call the attention of relatives to the circumstances of applicants for relief, with a view to enlisting their sympathy and help. The district helper should also press upon the attention of those whom he visits the desirability of making provision for illness by joining benefit societies, and should endeavour by personal influence to cultivate in the homes visited the qualities which make for good citizenship, cleanliness, industry, and brain-power. The district helpers shall meet at least once a fortnight.

June, 1906.

APPENDIX NO. XXI. (B).

Handed in by Sir Hallowell Rogers, Birmingham (Q. 45294 (3).)

CITY OF BIRMINGHAM AID SOCIETY.

REGULATIONS FOR DISTRICT COMMITTEES.

Terms used :—Chairman = District Chairman ; Hon. Secretary = Honorary District Secretary ; Committee = District Committee ; Office = Branch Office ; Agent = Paid Official.)

(1) *Application and Enquiry.*

1. The branch office shall be open every week-day at stated hours. The district committees shall meet there on specified nights.

2. As a rule all applications shall be made at the office, and particulars entered on a case paper. The agent shall forthwith send an account of the case to the helper for the district in which the applicant resides, and the helper shall visit within twenty-four hours, and forward a report without delay to the office, where the case shall be prepared for the committee.

3. But when a helper meets with a case of need in his own district he shall enter all particulars in his note book, and forward them to the office at once to be entered on a case paper and prepared for the committee.

4. If the helper considers that the case requires relief before the next meeting of committee, he shall in the first instance report all particulars at the office and ascertain whether, or not, it has been previously on the books. He shall then bring the case to the notice of the chairman, or the hon. secretary in his absence, who shall visit and make a searching investigation into all the circumstances. The chairman and helper may then give assistance pending the meeting of the committee, if they are fully satisfied of the worthiness of the applicant and the urgency of the need ; but the greatest care must be taken by the chairman to prevent the giving of assistance from degenerating into casual almsgiving and the encouragement of impostors. All help so given must be reported to the committee at its next meeting to be confirmed by it.

5. The agent shall make enquiries on the proper forms of employers and references, and medical men in cases of sickness, and enter the answers on the case papers.

6. The helper who has reported on the case will not necessarily continue to deal with it, but it may be handed over to any other helper whom the chairman may select at his discretion, and who must not be a relative of the applicant, nor must he have any interest in the case

beyond the philanthropic interest common to all helpers. Officers and members of the committee shall not be asked to supply goods to the applicants.

7. The name of the agent and the address of the office shall be supplied to all ministers of religion and municipal visitors working in the area covered by the branch.

(2) *Assistance.*

1. The helper to whom the case is entrusted by the chairman must visit at least once a week and administer the relief voted by the committee. He must note any change in the circumstances and must report any indications of intemperance, waste, mendicancy, dirt or idleness ; and he shall not give all the relief voted, if, on his second visit, the case is found to be manifestly unsatisfactory. The administration of relief is the smaller part of the work entrusted to a helper. As a representative of the City Aid Society, the helper should use the authority he represents, and should regard his own personal influence as of more importance than the dispensation of alms. The office requires a large measure of faithfulness to duty along with kindheartedness and a sense of justice which will not shrink from straightforward speaking. He should not allow himself to be discouraged on account of abuses on the part of persons seeking help, but on the contrary should administer his charge with neighbourly love, a sense of citizenship, and with patience and prudence.

2. The district chairman shall specially visit from time to time any doubtful case, and also every case of long duration at least once a quarter.

3. Mendicancy must be discouraged by the withdrawal of the society's help.

4. In considering an application the essential points to be noticed are :—Whether there is any chance of the family becoming self-supporting or whether the case is one of chronic poverty ; if the applicant has made any effort to provide for emergencies ; how long a case of illness is likely to last and what are the chances of complete recovery. In fact, the committee should look ahead as far as possible on each case and not only relieve present necessity.

5. All cases are to be decided by the vote of the committee, and the amount and sort of relief specified and entered on the case paper by the chairman, with date and initials.

APPENDIX No. XXI. (B).—*continued.*

Handed in by Sir Hallelwell Rogers, Birmingham. (Q. 45294 (3).)

6. Single men, unless living with and supporting aged parents or in the case of illness, shall be deemed ineligible.

7. Books of relief orders with duplicates shall be kept at the office and signed by the acting chairman and secretary for all cases of relief.

8. Relief orders may be used to obtain provisions, etc., from any tradesmen on a list approved by the committee. All accounts must be sent in to the hon. secretary monthly to be checked by him for payment by the branch treasurer.

9. The hon. district secretary shall lay all cases before the committee, shall file the case papers after they have been used by the committee and shall make out the necessary orders for food, etc., that the committee may have voted. He shall also assist the chairman in visiting special cases of long standing.

10. As a general rule it is better that assistance should be given in the form of orders for food and fuel, but when under very exceptional circumstances it seems desirable to pay rent in order to prevent the applicant from falling further into debt, this shall not be done without the consent of the district committee at an ordinary, or special, meeting.

RECORD PAPER.

1. Name of applicant :—
Surname :
Christian names :
2. Present address in full and duration of residence thereat.
3. Preceding address, or addresses, in full during last twelve months.
4. Age.
5. Ordinary employment.
6. Condition (married—name and age of wife—single, widow or widower).

7. Children :—

- Number ?
- Age of each ?
- Sex of each ?
- Trade or calling of each ?
- Other dependents.

8.*Actual rent and number of rooms in applicant's tenancy. Lodgers and rent payable.

9.†Description and period of applicant's last employment. Full name and address of employer.

10. Date and cause of termination of applicant's last employment.

11.*Rate of wages and average weekly earnings received by applicant in last employment.

12.†Particulars of previous employment during last twelve months. Full names and addresses of employers.

13.*Present income of applicant and dependents :—

- Earnings of applicant.
- Earnings of wife.
- Earnings of children.
- Earnings of other dependents.

Receipts from—

- Club or society.
- Charitable societies.
- Other sources.
- Total

14.*Relief :—

- Date of last receipt.
- From what Poor Law union.

15. Applicant's fitness—

- For work on land in rural area.
- For change of occupation.
- Particulars of previous experience (if any).
- *Application received by.
- Date.

16.*Report (with date) on visit and inquiries at applicant's home by authorised officer, member, or other person.

(Here follow forms for recording above particulars.)

* If any information under this head is contained in an original letter or other document, or in a copy attached to or inserted in the Appendix, give reference to Appendix.

† Here distinguish whether applicant has been regularly employed or not; if not, at what time of the year he has been employed.

APPENDIX No. XXII. (A).

Handed in by Mr. T. O. Williams, Birmingham. (Q. 45607.)

OBSERVATIONS UPON THE NEED OF DECREASE IN WORKHOUSE BOOK-KEEPING AND SCHEME THEREFOR ARISING OUT OF QUESTIONS AND ANSWERS, Nos. 45603 to 45607 INCLUSIVE, BY T. O. WILLIAMS, CHARTERED ACCOUNTANT, CHAIRMAN OF THE ASTON BOARD OF GUARDIANS.

In May, 1901, the President of the Local Government Board (Mr. Walter H. Long) appointed a Committee to inquire and report upon :—

(a) Any difficulties in the keeping of workhouse accounts.

(b) Any modifications in the Regulations as to the form of account which appeared desirable with a view to the necessary records being made as simple as practicable.

In June, 1902, a report was published, and many practical and useful suggestions were made, but it would appear that no orders have resulted therefrom, and those of 1867 and the new forms prescribed by the Dietaries Order of 1900 are still in force.

The last three paragraphs of the notes upon the History of Workhouse Accounts (p. vi.) state :—

(a) That the witnesses examined were absolutely unanimous in their expressions of opinion that the

APPENDIX No. XXII. (A)—continued.

Handed in by Mr. T. O. Williams, Birmingham. (Q. 45607).

forms of account were needlessly elaborate and entailed much useless labour upon workhouse masters, and, where not assisted by paid clerks, the masters were often unable to pay sufficient attention to their other duties.

(b) The addition of the new forms of dietaries and accounts (Order 1900) had thrown additional work on the masters, but had been followed by much uncertainty as to the way in which such accounts ought to be kept. Further, that such accounts kept in the way they usually are, are not an adequate check on the consumption of stores.

(c) That although it was not possible to reduce the number of books to any considerable extent, still, under the system suggested by the Committee, the number of entries would be largely decreased, and more effective for controlling expenditure.

I have carefully perused the report of the Departmental Committee and considered the suggested alterations in the forms of the workhouse books, and, generally speaking, I consider them to be a great improvement upon those now in existence.

It would be an invidious task on my part to attempt a detailed criticism of the Departmental Committee's recommendations, and the few observations which I presume to make should be regarded in the spirit of practical suggestions, and to bring before the Royal Commission the great importance of the Departmental Report, which has so far been a dead letter.

The books of account should in every respect record facts both as to value and quantity.

The suggested new Form (12) of Day-Book, in Appendix No. 14, is admirable in form, and gives all the essential detail necessary, but the clerks should, in my judgment, be required to keep a ledger in which should be recorded the transaction with every contractor or tradesman, and

they should supply a monthly or quarterly statement of account for payment by the Finance Committee, so that they may readily compare such account with previous payments and keep an eye on the increases (if any) of any particular person's account. There is also the advantage in having a statement of account direct from the contractor or tradesman instead of the summary which is usually supplied by the clerk for payment.

Form No. 15 suggests the Necessities Account being kept in weeks. This is an improvement on the present system. I should, however, prefer to see a sub-division of this form, so that such items as Bath bricks, blacking, matches, and sundries of this kind are reduced to a quarterly accounting, and a percentage agreed upon for division as between paupers and officers. Comparison of this expenditure, quarter by quarter, would check any undue waste or extravagance.

Form No. 10 for half-yearly return of expenditure is a good suggestion, but its usefulness is much lessened by the note, that the cost of provisions, etc., expended during the period must exclude the value of any stock remaining in stores at the end of the half-year.

If the actual cost of maintenance is to be ascertained, the value of stock at the commencement of the period and at the end must be brought into account or shown by way of memoranda.

It may be here observed that the official half-years should be altered so as to comprise twenty-six weeks in each half-year, by taking the usual quarter-days, March 25th and September 29th.

Finally, I beg to draw special attention to the conclusion XIX., of the Departmental Committee, and urge the Royal Commission to recommend the suggestions contained in the Report, subject to the modifications before-mentioned.

November 4th, 1907.

APPENDIX No. XXIII. (A).

Handed in by Mr. A. Wayne, Aston Union. (Q. 46183.)

ASTON UNION COTTAGE HOMES.

1. Number of children in the Homes, January 1st, 1906	269
Number of children admitted during the year	344
Number of children discharged during the year	382
Number of children remaining January 1st, 1907	231
2. Of the 382 children discharged :—	
Number of children sent to parents or relatives	297
Number of children emigrated	26
" " boarded-out	6
" boys sent to trades	12
" girls sent to service	12
Number of boys to Training Ship "Exmouth"	2
Number of children transferred to other unions	19
Number of children sent to workhouse infirmary	8
Total	382

3. Of the 231 children remaining January 1st, 1907 :—	
Number of children who had been in the Homes for not more than seven years	15
Number of children who had been in the Homes for not more than six years	7
Number of children who had been in the Homes for not more than five years	4
Number of children who had been in the Homes for not more than four years	12
Number of children who had been in the Homes for not more than three years	21
Number of children who had been in the Homes for not more than two years	35
Number of children who had been in the Homes for not more than one year	100
Number of children in and out several times	37
Total	231

APPENDIX XXIV. (A).

Paper handed in by Miss Evelyn Carryer, Leicester. (Q. 46516 (20).)

LEICESTER UNION.

Number of persons in receipt of relief during the weeks ended :—

	January 26th.		February 2nd.	
	No.	Amount. £ s. d.	No.	Amount. £ s. d.
Mr. Weston, Relieving Officer, Number 1 District -	492	61 3 6	506	62 6 11
„ Bastard „ „ „ 2 „ -	731	87 4 9	54	88 17 2
„ Thacker „ „ „ 3 „ -	1,151	127 8 5	1,155	129 1 1
„ Williams „ „ „ 4 „ -	986	120 16 1	986	123 2 0
„ Manger „ „ „ 5 „ -	926	125 17 4	928	126 5 6
„ Foulds „ „ „ „ -	674	98 2 11	645	96 17 0
Boarded out - - - - -	36	10 0 0	36	10 0 0
Non-resident poor - - - - -	96	11 17 0	96	11 17 0
	5,092	£642 10 0	5,106	£648 6 8

	January 26th.	February 2nd.	Corresponding weeks.	
Workhouse - - - - -	873	877	1,056	1,015
North Evington Infirmary - - -	479	478	347	343
Cottage Homes (Countesthorpe) - -	251	260	270	271
Receiving and Scattered Homes - -	29	30	—	—
Other Institutions - - - - -	16	16	51	51
Out-relief - - - - -	5,092	5,106	5,992	5,992
Cost - - - - -	£642 10 0	£648 6 8	£749 9 3	£746 13 11
Medical Relief only - - - - -	174	149	171	177
Vagrants - - - - -	255	283	328	346
Lunatics - - - - -	638	642	624	624

LABOUR TEST.

	January 19th.		January 26th.	
	Men.	Cost.	Men.	Cost.
		£ s. d.		£ s. d.
Gilroes - - - - -	55	25 7 0	52	24 4 3
North Evington - - - - -	84	40 16 6	85	39 14 3
Cardigan Street - - - - -	115	47 10 7	105	46 2 7
	254	£113 14 1	242	£110 1 1

APPENDIX No. XXV. (A).

Handed in by Mr. A. Kemp, Leicester. (Q. 46896.)

LEICESTER PARISH.

CASES WHICH HAVE BEEN REPORTED BY THE RELIEVING OFFICERS AS UNSATISFACTORY, BUT RELIEF CONTINUED BY THE GUARDIANS.

No. 2 DISTRICT.—(Mr. Bastard, Relieving Officer.)

No. 486. Lady Day, 1906.—Out-Relief Case.

E. F. (71) ; 4, Noble Street. A widow living with her single daughter, R. F., aged 39, who was working at the Equity Shoe Works and earning an average

weekly wage of 18s. 3d. Two sons gave their mother 1s. each weekly, which made the income 20s. 3d. weekly for two persons. Guardians granted 3s. 6d. and 6d. grocery in addition. The relieving officer, Mr. Bastard, reported each time the case came before the committee that “it was not a case of destitution.”

APPENDIX No. XXV. (A).—*continued.**Handed in by Mr. A. Kemp, Leicester. (Q. 46896.)**No. 311. Lady Day, 1907.—Labour Test Case.*

H. A. (42); bricklayer; 44, Tewkesbury Street. An able-bodied man with a wife and four children. One boy earns 9s. 6d. weekly. The man had four days on the labour test amounting to 8s., and the wife earned 3s., making a total of 20s. 6d. This man has been on the labour test (with only a slight break) for over two years. He has had three months hard labour for assaulting his wife when drunk and stated to the Test Committee that he was too well known in Leicester to obtain work.

No. 317. Lady Day, 1907.—Labour Test Case.

J. B. (42); hosiery trimmer; 22, West Holme Street. An able-bodied man with a wife and eight children. The wife and eight children earned 25s. 3d., and the man had four days on the labour test amounting to 8s. 8d., making a total of 33s. 11d. This man has been in gaol for neglecting his wife and children and also for assaulting his wife when drunk. He has been drinking and neglecting his wife and family for years. (*Wife's statement.*)

No. 512. Lady Day, 1907.—Labour Test Case.

R. D. (60); Juby's Yard, frame work knitter. An able-bodied man. No children. During the time this man was on the labour test he committed a theft for which he was sentenced to three months with hard labour, and during the time the husband was in gaol the wife kept herself without help from the parish. When the husband came out of prison he applied to the Test Committee and was put on again.

*No. 3 DISTRICT.—(Mr. C. Thacker, Relieving Officer.)**No. 176. Lady Day, 1905.—Out-Relief Case.*

A. J. (27); worsted spinner; 37, Victoria Road North. A widow with three children (one illegitimate). This case was frequently reported by the relieving officer as dirty and the woman dilatory and a request by him that an order for the house be given.

The guardians continued granting relief up to November, 1906, and then an order for the house was made on the eighth week of the Christmas quarter, 1906.

No. 377. Lady Day, 1906.—Labour Test and Out-Relief Case.

A. C. (35); shoe hand; 23, Holden Street. An able-bodied man with a wife and eight children. The relieving officer reported on October 31st, 1905, as follows: "I saw Messrs. Durston & Harvey, shoe manufacturers, Green Lane Road, who stated that they employed *C.* for a short time and during that time he earned 26s. per week but some weeks less. The master complained to him about a wrong knife he was using. *C.* then put down his work, took off his apron, saying he would rather be in prison than work for him, and asked for his money and left.

His previous career has been bad. Several times convicted for drunkenness and assault. He has also gambled his money away which caused his wife to apply for food for the children.

No. 360. Lady Day, 1906.—Labour Test Case.

W. H. (44); 143, Bardolph Street. An able-bodied man with wife and four children. This man had been on the labour test six months and relieving officer reported that at 3 p.m. Monday, September 24th, 1906, "I saw this man very drunk in Martin Street." Order for house given sixth week Lady Day, 1907. He was, however, put on the labour test again by the guardians.

No. 480. Lady Day, 1907.—Labour Test Case.

J. B. (63); bricklayer's labourer; 43, Eastbourne Road. An able-bodied man with wife and three children. This man has been on and off relief for several years. January 14th, 1906, I advised that no further relief be given as I had previously refused medical relief, it not being a case for parish relief. He is, however, still on the labour test.

*No. 4 DISTRICT.—(Mr. Williams, Relieving Officer.)**No. 886. Lady Day, 1907.—Out-Relief Case.*

J. M. (72); frame-work knitter; St. Saviour's Cottages, and his wife, Rose (63). The wife earns 10s., and they

have three sons married, but all excused from contribution. The relief was stopped by the guardians. Reason, "at work," and is now granted relief again by the guardians.

No. 243. Lady Day, 1907.—Out-Relief Case.

A. M. (36); and wife, *F. (35);* 82, Baggrave Street. An able-bodied man with three children. He deserted his wife and children, and she has a maintenance order against him for 15s. She has income of 15s., and the relieving officer reported the case as not destitute. The relief is now stopped.

No. 413. Lady Day, 1907.—Labour Test Case.

J. B. (56); and wife *E. (56);* 12, Graham Street. Single son, Albert, at home, aged 26. Earns £1 1s. 9d., and relieving officer reported that it was not a case for relief. The guardians put him on three days' labour test, amounting to 4s. 6d. weekly, and he is still on.

*No. 5 DISTRICT.—(Mr. Manger, Relieving Officer.)**No. 519. Lady Day, 1906.—Labour Test Case.*

W. S. (35); shoe rivetter; 45, Carley Street. An able-bodied man with wife and five children. This man deserted his wife and children three times and was convicted for same. Put on labour test by guardians.

No. 557. Lady Day, 1906.—Labour Test Case.

W. T. (31); mechanic; 3, Grosvenor Street. An able-bodied man with wife and four children. This man has been convicted four times for theft. The last time receiving four months for stealing £66 worth of jewelry. Put on labour test by the guardians.

No. 458. Michaelmas, 1906.—Labour Test Case.

W. H. (41); shoe rivetter; 24, Metcalf Street. An able-bodied man with wife and four children. The man has been convicted thirteen times; four for deserting his wife and family, and was reported by the relieving officer seen very drunk in the street. Put on labour test by the guardians.

No. 592. Michaelmas, 1906.—Out-Relief Case.

J. S. (65); general labourer; 21, Hill Street; and wife, Jane (61). This man has a pension of 10d. per day. Wife earns 2s. weekly. He has been convicted three times for acts of indecency towards little children. The workhouse was offered him and refused. The guardians granted out-relief in this case.

*No. 6 DISTRICT.—(Mr. R. Foulds, Relieving Officer.)**No. 185. Lady Day, 1907.—Out-Relief Case.*

W. M. (73); out-door labourer; 4 Court A, Archdeacon Lane; and his wife, *S. J. (63)*. Application for relief through infirmity. Income, 1s., earned by the wife. The guardians granted them 7s. in money, one loaf, and 6d. grocery, and during the period they were receiving this relief the relieving officer reported that he saw the woman drunk in the street in the afternoon, January 15th, 1907. They were then offered the house, but subsequently put on relief (reduced) again, and censured by the chairman.

No. 357. Lady Day, 1907.—Labour Test Case.

W. T. (30); mechanic; 4, Dyers Yard, Belgrave Gate. An able-bodied man with a wife and four children. This man has been on the labour test for a considerable length of time. The relieving officer's application book states that he has been convicted many times for theft, and three of the children have been in the itch ward at the union. Still on the labour test.

No. 417. Lady Day, 1907.—Labour Test Case.

H. C. (30); tailor or out-door labourer; 7, New Lane Terrace. An able-bodied man with a wife and four children. Has a pension of £3 per annum. Wife works and earns 3s. weekly. The application and report book states that: "This man is very much addicted to drink, and has been several times convicted for drunkenness." Not on test now.

APPENDIX No. XXV. (B)

Handed in by Mr. A. Kemp, Leicester. (Q. 46906.)

1. Particulars of labour test men for whom work was provided at Bole Hill Quarry, Grindleford, in connection with the Derwent Water Works.

Eleven men were sent at various times between October 16th, 1905, and January, 1906, and of these only four retained their work. I advanced the money for their fares, which was to be repaid 1s. per week. Thirty-two shillings of this was never repaid, in addition to which three of them left their lodgings owing 16s. 6d. between them, to the people with whom they had lodged.

The rate of pay was to be 6d. per hour, or 28s. per week of fifty-six hours.

2. In April and May, 1906, work was provided by the Water Committee of the Leicester Corporation for twenty men who were on the labour test (at 6d. per hour) laying a new main some miles out of the town. The men were taken out by brake each morning and brought back each evening. These were all picked men, many of them general labourers. Two of them refused the work imme-

diately and six were paid off because they were not satisfactory.

At the same time seventeen men were taken on from those who had registered their names at the labour bureau without applying to the guardians, and only two of them proved unsatisfactory.

3. On October 9th, 1905, some twelve unemployed were sent by the Distress Committee to the contractor who was engaged laying a main from Loughborough in connection with the Derwent Water Works. One was insolent on his arrival and was at once discharged, ten of the others only worked for one day, being dissatisfied with the pay, and one remained at work for three weeks. Most of the men were of the "general labourer" class. The rate of pay as promised by the contractor was 5d. per hour. The men through some mistake thought they would get 4½d. only, and so refused the work without making proper enquiries. The one who remained three weeks was paid at the rate of 5d. per hour.

APPENDIX No. XXV. (C).

Handed in by Mr. A. Kemp, Leicester. (Q. 46913.)

LEICESTER BOARD OF GUARDIANS.

1. Particulars of able-bodied men who have applied to the Leicester Board of Guardians and been provided with work on the labour test.

At the labour yard, from Lady Day, 1904 to 1905:—

	£	s.	d.	£	s.	d.
Purchase of wood, rent, etc., cost of fittings and wages of superintendents - - -	1,123	10	4			
Amount paid to men employed (as outdoor relief) - - -	1,751	13	8			
Total - - -	2,875	4	0			
Sales of firewood, value of stock and fittings carried forward - - -	1,075	0	0			
Nett cost to rates -	1,800	4	0			

From Lady Day, 1905 to 1906:—

Purchase of wood, rent, etc., cost of fittings and wages of superintendents - - -	1,896	6	0			
Amount paid to men employed (as outdoor relief) - - -	2,678	0	0			
Total - - -	4,574	6	0			
Sales of firewood, value of stock and fittings carried forward - - -	1,794	14	0			
Nett cost to rates -	2,779	12	0			
Average number of men working, 104.						

2. At Gilroes Farm, from Lady Day, 1904 to 1905:—
16 acres occupied.

Purchase of implements, seeds, rent, etc., erection of shelter, wages of superintendents - -	440	10	0			
Carried forward -	£4,579	16	0			

	£	s.	d.	£	s.	d.
<i>Brought forward</i> - - -	4,579	16	0			
Amount paid to men (as outdoor relief) - - -	523	8	0			
Total - - -	963	18	0			
Sales and value of stock - - -	458	3	0			
Nett cost to rates -	505	15	0			
From Lady Day, 1905 to 1906:— 47 acres occupied.						
Value of stock, purchase of implements, rent, etc., erection of shelter, wages of superintendents - - -	1,041	0	0			
Amount paid to men (as outdoor relief) - - -	1,774	0	0			
Total - - -	2,815	0	0			
Sales and value of stock - - -	1,228	4	0			

Nett cost to rates - 1,587 4 0
Average number of men working, 73.

3. At North Evington Infirmary Estate, from Lady Day, 1905, to 1906:—

Purchase of implements, seeds, etc., and wages of superintendents - -	779	0	0			
Amount paid to men (as outdoor relief) - - -	3,250	0	0			
Total - - -	4,029	0	0			
Sale of produce and value of stock carried forward - - -	487	0	0			
Nett cost to rates -	£3,542	0	0			

The men were chiefly employed in road-making, levelling and laying out the grounds. The average number of men employed was 128.

The total amount expended by the guardians in relief to the labour test men in the two years ending Lady Day, 1906, was £10,215.

APPENDIX No. XXV. (D.).

Handed in by Mr. A. Kemp, Leicester. (Q. 46913.

LEICESTER CORPORATION.

PROVISION OF WORK FOR UNEMPLOYED.

On January 3rd, 1905, the Unemployed Committee of the Town Council of Leicester submitted a Report to the town council in which they suggested that, with a view to providing further work for the unemployed, it was desirable to arrange for the spade cultivation of certain land, of about 19½ acres, on the Gilroes Estate, and that, if the operations were successful, certain other land of about 16½ acres in extent should be used for the same purpose. The town council adopted the suggestion and appointed a special committee to supervise the carrying out of the work.

The special committee consulted an expert as to the best method of dealing with the land and the means whereby the largest possible number of men could be engaged in the work.

The expert reported that he did not consider the land suitable for a market garden, and that the employment of women and children would lessen the cost of cultivation. He also submitted estimates of the probable expenses and income for each of three years. These estimates are as follows :—

Expenses First Year.						£	s.	d.
40 men	19s.	12 weeks	-	-	-	-	456	0 0
6 "	19s.	30 "	-	-	-	-	171	0 0
30 "	19s.	3 "	-	-	-	-	85	10 0
Seed	-	-	-	-	-	-	96	0 0
Liming land	-	-	-	-	-	-	9	0 0
Carting	-	-	-	-	-	-	7	0 0
Tools	-	-	-	-	-	-	20	0 0
Sheds	-	-	-	-	-	-	50	0 0
Sacks	-	-	-	-	-	-	3	0 0
Delivery	-	-	-	-	-	-	20	0 0
Rent	-	-	-	-	-	-	40	0 0
Total	-	-	-	-	-	-	957	10 0

Income First Year.						£	s.	d.
For potatoes, etc.	-	-	-	-	-	-	588	0 0
Total	-	-	-	-	-	-	583	0 0

Expenses Second Year.						£	s.	d.
30 men	19s.	12 weeks	-	-	-	-	342	0 0
6 "	19s.	30 "	-	-	-	-	171	0 0
30 "	19s.	3 "	-	-	-	-	85	10 0
Manure	-	-	-	-	-	-	100	0 0
Carting	-	-	-	-	-	-	7	0 0
Sacks	-	-	-	-	-	-	3	0 0
Delivery	-	-	-	-	-	-	20	0 0
Rent	-	-	-	-	-	-	40	0 0
Total	-	-	-	-	-	-	768	10 0

Income Second Year.						£	s.	d.
160 tons potatoes, £3	-	-	-	-	-	-	480	0 0
18 " seed, £6	-	-	-	-	-	-	108	0 0
Total	-	-	-	-	-	-	588	0 0

Expenses Third Year.						£	s.	d.
30 men	19s.	12 weeks	-	-	-	-	342	0 0
6 "	19s.	30 "	-	-	-	-	171	0 0
30 "	19s.	3 "	-	-	-	-	85	10 0
Manure	-	-	-	-	-	-	100	0 0
Carting	-	-	-	-	-	-	7	0 0
Sacks	-	-	-	-	-	-	3	0 0
Delivery	-	-	-	-	-	-	20	0 0
Rent	-	-	-	-	-	-	40	0 0
Total	-	-	-	-	-	-	768	10 0

Income Third Year.						£	s.	d.
160 tons potatoes, £3	-	-	-	-	-	-	480	0 0
18 " seed, £6	-	-	-	-	-	-	108	0 0
Total	-	-	-	-	-	-	588	0 0

Analysis.

	£	s.	d.
Total expenses in three years	-	-	2,494 0 0
Total receipts in three years	-	-	1,764 0 0
Loss	-	-	£730 0 0

÷ 3 = £243 6s 8d. per annum.
Average 13·4 men employed regularly for twelve months (working fifty weeks in year). Loss of £200 a year = £15 per man per year.

Under the control of the special committee the land was cultivated until 3rd February, 1906, when, the Unemployed Workmen Act, 1905, having come into operation, the supervision of the work was handed over to the distress committee.

The work has now, therefore, been undertaken for two years, and appended hereto are financial statements showing the result of the operations during each year

The average number of men engaged in the work has been :—

During 1905-6 :—				Men.
For the 12 weeks to	April 29th, 1905	-	-	40
" " 30 "	November 25th, 1905	-	-	14
" " 10 "	February 23rd, 1906	-	-	2
During 1906-7 :—				Men
For the 8 weeks to	March 24th, 1906	-	-	30
" " 10 "	June 19th, 1906	-	-	11
" " 16 "	October 12th, 1906	-	-	9
" " 15 "	February 2nd, 1907	-	-	11

With the foreman engaged during the whole year of fifty-two weeks.

W. PENN-LEWIS,
Borough Treasurer and Treasurer
of Distress Committee.

March 5th, 1907.

APPENDIX No. XXV. (D).—continued.

Hunded in by Mr. A. Kemp, Leicester. (Q. 46913).

LEICESTER CORPORATION—Distress Committee Spade Cultivation of Gilroes Land.

Expenses and Income, February 7th, 1906, to February 2nd, 1907.

Estimate.		Actual Expenses and Income.	
£ s. d.	Expenses.	£ s. d.	£ s. d.
170 0 0	Wages of Workmen :		
34 0 0	Digging (Feb. 7th, 1906, to March 24th, 1906) - - - -	135 9 4	
34 0 0	Planting (April 26th, 1906, to June 19th, 1906) - - - -	48 12 1	
102 0 0	Hoeing (June 20th, 1906, to Oct. 12th, 1906) - - - -	86 7 1	
67 12 0	Raising (Oct. 13th, 1906, to Feb. 2nd, 1907) - - - -	102 13 5	
	Foreman (52 weeks at £1 6s.) - - - -	67 12 0	
407 12 0		440 13 11	
60 0 0	Rent of Land, Buildings and Implements - - - -	60 0 0	
32 0 0	Manure and Carting - - - -	27 0 0	
5 0 0	Lime - - - -		
20 0 0	Delivery of Potatoes - - - -	16 4 0	
45 8 0	Seed Potatoes - - - - 27 10 0		
	Weighing Machine - - - - 4 17 6		
	Coal and Coke - - - - 3 2 9	35 10 3	
570 0 0			579 8 2
420 0 0	Income		
	Sale of Potatoes - - - -		155 19 7
£150 0 0	Net Cost for the year - - - -		£423 8 7

W. PENN-LEWIS,

5th March, 1907.

Borough Treasurer and Treasurer of Distress Committee.

LEICESTER CORPORATION—Special Committee for Spade Cultivation of Gilroes Land.

Expenses and Income for Year to 3rd February, 1906.

Estimate.		Actual Expenses and Income.	
£ s. d.	Expenses.	£ s. d.	£ s. d.
456 0 0	Wages of Workmen—		
171 0 0	Digging (February 18th, 1905, to April 29th, 1905) - - -	385 6 0	
85 10 0	Planting and Hoeing (April 29th, 1905, to 25th November, 1905) - - -	327 13 8	
	Raising (25th November, 1905, to February 3rd, 1906) - - -	28 3 6	
712 10 0		741 3 2	
70 0 0	Mess Rooms, etc. - - - -	81 0 7	
3 0 0	Spades, Sacks, Tubs, and Scuttles - - - -	12 13 2	
40 0 0	One Year's Rent of Land - - - -	40 0 0	
9 0 0	Ground Lime - - - -	6 12 7	
20 0 0	Carting Potatoes - - - -	10 19 10	
96 0 0	Seed Potatoes - - - -	38 0 0	
7 0 0	Coal, Coke, and Carting - - - -	7 8 0	
—	Purchase of Pigs - - - -	60 13 6	
—	Meal and Pig Troughs - - - -	8 10 9	
—	Brake hire, Commission on Sales, Advertising and Sundries - - -	4 11 7	
957 10 0			1,011 13 2
588 0 0	Income.		
—	Sale of Potatoes - - - -	156 6 6	
	Sale of Pigs - - - -	128 4 0	
369 10 0	Nett cost for the Year - - - -		284 10 6
			727 2 8

W PENN-LEWIS.

5th March, 1907.

Borough Treasurer

APPENDIX No. XXVI. (A)

(Handed in by Mr. C. C. Becke, Northampton. (Q. 48224) (4).

ROYAL VICTORIA DISPENSARY, NORTHAMPTON.

RULES.

Object.

1. The object of this institution is to enable the working classes to insure for themselves and their families efficient medical advice and medicine during illness, by their own small periodical payments, with the assistance of contributions from the more opulent.

Members.

2. The funds of the institution shall be derived from two sources: the subscriptions and donations of the honorary members and the payments of the free members. All donors of £5 and upwards, at one time, shall be governors for life, and annual subscribers of 10s. shall be governors during the continuance of their subscription. The subscriptions of honorary members shall be due January 1st in each year.

Funds.

3. The funds shall be kept in two distinct accounts, to be called the "Free Members' Fund" and the "Honorary Fund." The honorary fund, derived from the subscriptions and donations of the honorary members, shall bear a share of the general expenses of the institution. The free members' fund, consisting of the ordinary subscriptions of free members, shall defray the cost of drugs and all ordinary medical appliances, and such other expenses of management as shall from time to time be decided by the Committee, with the consent in writing of the majority of the medical officers; and the remainder of this fund shall be divided at the end of each year by the committee among the medical officers in ordinary according to the number of families and paying members who may enter under them respectively each year. The payments by free members for fine and cards will be carried to the free members' fund. The midwifery fee shall be paid to the respective medical officers who shall have attended the cases.

Management.—Annual and Special General Meetings.

4. The government of the institution, the control of all property belonging to it, the power of making and repealing laws, and of electing and removing medical officers is vested in a president, vice-president, and governors, who will meet annually, on or about the third Friday in February, to receive from the committee a report of the accounts and proceedings of the institution during the year, and to elect the president, vice-presidents, treasurer, auditors, honorary secretary, and the committee for the year ensuing. Twelve governors or the committee shall have the power of calling, at any time, through the honorary secretary, a special general meeting of the governors, five of whom shall be a quorum. The secretary will give two clear days' notice of every general meeting, by sending circular to each governor, stating the particular business to be transacted.

Voting.

5. All questions at the general meeting shall be determined by ballot, if required by three governors present, otherwise by show of hands. A donor shall have a vote for every donation of £5, and an annual subscriber for each 10s. subscribed. No person shall be entitled to vote on any occasion who has not been a governor for three months previously, or whose subscription is in arrear. Ladies may vote by proxy at elections, provided such proxy be given in writing, and presented by a governor. The chairman shall have a vote and casting vote. That any public company being donors or subscribers to the Institution shall have the same privileges in voting as ordinary donors or subscribers, and that their vote be recorded by their chairman for the time being. That any private firm being donors or subscribers shall have the same privileges, their vote being recorded by any member of the firm.

Committee.

6. The committee shall consist of eighteen governors, and the president, vice-presidents, treasurer, two auditors, honorary secretary, and medical officers shall be *ex officio* members of the committee. The committee shall be entrusted with the general management of the institution and the superintendence and arrangement of its financial affairs, and the appointment and removal of subordinate officials. They shall keep accurate minutes of their transactions and of all their receipts and payments, which, with a yearly report of their proceedings, and of the accounts of the institution, shall be laid before the governors

at the annual meeting. All the acts of the committee shall be subject to the control and direction of the governors at any general meeting. The committee shall meet once in every week.

Trustees.

7. The property of the institution shall be vested in five trustees, to be appointed at a general meeting. The trustees from time to time appointed shall engage to resign their trust, and transfer the property to other trustees, to be appointed in their stead, upon receiving a written requisition to do so, signed by the honorary secretary, in pursuance of a resolution passed at a general meeting; and when the trustees shall be reduced to two in number by death, resignation, or otherwise, other governors shall be appointed in the stead of those who shall have died, resigned, refused, or become incapable to act.

Treasurer.

8. All monies received shall be paid to the treasurer weekly; and no monies shall be paid on account of this institution but by an order on the treasurer, signed by the chairman and one other member of the committee.

Auditors.

9. The auditors shall examine all bills and vouchers, and audit the treasurer's and all other accounts, and report thereon to the committee.

Medical Officers.

10. The medical officers of this institution shall consist of not more than two honorary consulting physicians, two honorary consulting surgeons, and six medical officers in ordinary.

11. The honorary consulting physicians of this institution shall be Fellows or Licentiates of one of the Royal Colleges of Physicians of the United Kingdom; the honorary consulting surgeons shall be members of one of the Royal Colleges of Surgeons of the United Kingdom; and the medical officers in ordinary shall be duly registered medical practitioners of the United Kingdom.

Surgeon's Attendance.

12. One or more of the medical officers in ordinary shall prescribe daily at the dispensary, at such time, and in such rotation, as the committee shall determine, for those patients who are able to attend there. But when any patient is too ill to go to the dispensary, the medical officer in ordinary (whom he prefers) shall visit him at his own residence, provided that such residence is situate within the limits from time to time fixed by the committee.

Dispenser.

13. The dispenser shall be appointed, suspended, or removed by the committee; but no such appointment or removal shall take place except at a special meeting to be called for that purpose. He shall reside at the dispensary house, take charge of the drugs, stores, etc., of the institution, and keep an account of all articles received by him, and of petty disbursements, for the purposes of the institution. He shall neither lend nor borrow drugs on any pretext whatever. He shall see that the dispensary, medical apartments, and committee-room are kept in proper order. He shall faithfully compound and dispense medicines conformably to the prescriptions of the medical officers, delivering them with printed or plainly-written labels or directions. He shall not absent himself from the dispensary without the permission of the committee or secretary; and, in case of absence, shall procure a competent substitute. He shall receive such salary as may be fixed by the governors, with apartments at the dispensary, and coals and lights. He shall find two sureties, to be jointly and severally bound with himself in the penal sum of £200, for his good conduct; such sum of £200, when received, to be applied for the benefit of the dispensary.

Collector.

14. The collector shall be appointed, suspended, or removed by the committee; but no such appointment or removal shall take place except at a special meeting to be called for that purpose. He shall receive the contributions of the free members daily (Friday afternoon excepted) between the hours of 10 a.m. and 6 p.m. He shall collect the subscriptions from the honorary subscribers, and give proper receipts for the same. He shall pay the amount so received and collected to the treasurer of the institution weekly. He shall keep the

APPENDIX No. XXVI. (A).—*continued.**Handed in by Mr. C. C. Becke, Northampton. (Q. 48224) (4).*

accounts accurately, and generally superintend the office work. He shall furnish the honorary secretary weekly with a summary of the amounts received and collected, and shall also make such returns as to the progress of the institution as shall be required by the honorary secretary or the committee. He shall make out the balance sheet annually, and attend the audit thereof. He shall provide such security as the committee shall from time to time think necessary or desirable.

Assistant Collector.

15. The assistant collector shall be appointed, suspended, or removed by the committee; but no such appointment or removal shall take place except at a special meeting to be called for the purpose. He shall perform such duties as may be required of him by the committee or collector.

16. The following shall be the rules for free members:—

(1) The free members shall consist of working persons and servants, their wives and children, not receiving parish relief, and being unable to pay for medical advice in the usual manner.

(2) Any person wishing to become a free member shall leave particulars as to his or her name, age, residence, and occupation, at the dispensary and also the names and ages of all members of the family who desire to be admitted, and at the same time deposit 2d. for the card and also one month's subscription—this money will be returned if the depositor be not admitted a member.

(3) Every free member, above fourteen years of age, shall pay 1½d., and under that age 1d. a week; but 3d. a week will be considered sufficient for a man, his wife, and all his children under fourteen years of age. Servants who may be judged eligible by the committee shall pay 5s. a year, and in not less than half-yearly payments.

(4) The payments of the free members shall be paid in advance. No one in arrear will be entitled to the benefits of the institution; and each family or member shall pay a fine of 1d. for the arrear of every week.

(5) No one actually labouring under sickness can be admitted a free member, unless he pay an entrance fee of 5s., in addition to the usual weekly subscription, and all his family enter at the same time. No one suffering from chronic disease shall be eligible for membership.

(6) If any person should desire to be re-admitted there being at the time no sickness in the family, he shall pay the monthly subscription and 2d. for the card, and also a re-admission fee of 2s. If any person or member of a family desiring re-admission be sick, then a sick fee of 7s. 6d., with the re-admission fee of 2s., must be deposited with the ordinary monthly subscription, and the payment for the card at the time of application; the sums deposited in accordance with this rule will be dealt with at the discretion of the committee, as provided by Rule 7.

(7) The committee shall have power to require any persons seeking to be re-admitted to pay up the whole of the arrears and fines due from them, or such part thereof as the committee may think fit. If the committee reject the application, they may retain the whole or such part of the sums deposited as they consider fair. The committee shall also have power under special circumstances to remit or to return the whole or any part of the arrears, fines, or re-admission fees, whether the application be accepted or rejected. The fines and re-admission fees to be carried to the credit of the free members fund.

(8) If any free member shall, through improved circumstances or otherwise, be in the opinion of the committee no longer eligible to the benefits of the institution, his or her name shall be erased from the books.

(9) Every free member shall have the choice of which ever medical officer he may prefer; but he shall not change his medical attendant during his illness without the sanction of the committee.

(10) Those patients who are able must attend at the dispensary at half-past nine o'clock in the morning, bringing their admission tickets. Those who are too ill to attend at the dispensary must send their tickets before nine o'clock in the morning,

to the medical officer by whom they wish to be attended, and he will visit them at their own homes. In case of accident or sudden illness, they can have the attendance of any of the medical officers, on sending their admission ticket to his residence. No free member will be entitled to be visited by any medical officer at his own residence unless it be within the limit of the parliamentary borough or within such other limit as the committee may from time to time by special resolution direct. Any such resolution to be subject to the proviso set out in Rules 18 and 19.

(11) Any married woman, being a free member, and having together with her husband subscribed 3d. weekly for at least six months before the period of her application, may have during her confinement the attendance of any one of the medical officers, or any of the midwives attached to this institution, as she may prefer. On making the application she must give three months' notice at the dispensary, and must then deposit 10s. if she desire to be attended by one of the medical officers, or 5s. if she desires the service of a midwife; the fee to be placed to the credit of the medical officer or the midwife who may attend the case. Provided that in the case of members who were admitted or re-admitted before 1879 the committee have power to reduce the amount to be deposited if they should think fit.

(12) The midwives, previously to their appointment, must satisfy the medical officers as to their being able to discharge their duties in a thoroughly efficient manner. They are most strictly cautioned that in every case of protracted labour, or where any difficulty or danger seems likely to occur; or whenever a wish to that effect is expressed by the patient, they must immediately send for one of the medical officers. No further fee will be payable by the patient for the attendance of the medical officer in such case.

(13) Patients must find their own bottles.

(14) The children of free members may be vaccinated on any morning, at such hours as may be appointed for the purpose.

(15) The medical officers will attend patients as under at the residence of the medical officers:—

Mr. Evans,	every morning from 8-30 to 9-30.
Mr. Cogan,	„ „ „ 8-0 „ 9-0.
Mr. Spurgin,	„ „ „ 8-0 „ 9-0.
Dr. Lewis,	„ „ „ 8-0 „ 9-0.
Mr. Cooke,	„ „ „ 8-0 „ 9-0.

At the Dispensary:—

Mr. Evans,	on Monday, at 9-30.
Mr. Cogan,	on Wednesday, at 10-30.
Mr. Spurgin,	on Saturday, at 9-30.
Dr. Lewis,	on Tuesday, at 9-30.
Mr. Cooke,	on Friday, at 9-30.

Dentist: Mr. C. S. Hull, on Mondays and Thursdays, at 9-30.

(16) Any patient having cause for complaint is to make such complaint to the honorary secretary, who will enter it in a book to be appropriated to that purpose, and lay it before the next meeting of the committee.

17. No alteration shall be made in the rules of this institution, excepting in the rules for free members, unless at an annual or special general meeting, nor without twelve clear days' notice of the intended alteration being given to the governors.

18. That the committee shall have power, from time to time, or at any time, to alter the rules as to the various payments to be made by free members, for entrance fees, ordinary subscriptions, fines, re-admissions, midwifery fees, or otherwise, and to alter the mode in which the moneys paid by free members are to be divided between the honorary fund, and the free members' fund. Provided that no alteration affecting the interests of the medical officers shall be valid, until the same be approved by a special general meeting of the governors, to be called for that purpose, unless such alteration be made with the assent, in writing, of the majority of such medical officers for the time being.

19. No such alteration as above-mentioned in the rules to be made, unless it be made at a special committee meeting convened for the purpose, and be confirmed at the next ordinary meeting of the committee.

APPENDIX No. XXVI. (B.).

Handed in by Mr. C. C. Becke, Northampton. (Q. 48224) (7).

NORTHAMPTON ARTISANS AND LABOURERS' FRIEND SOCIETY.

RULES.

All previous Rules rescinded.

Name and Office Address of Society.

1. The name of the society shall be the "Northampton Artisans and Labourers' Friend Society," and the registered office of the society shall be No. 2A, Newland Chambers, Newland, Northampton, until further orders of the committee, who are to have power from time to time to engage a fresh office as required. In the event of any change in the situation of the registered office, notice of such change shall be sent, within fourteen days thereafter, to the Registrar, in manner and form provided by the Treasury Regulations in that behalf.—Friendly Societies' Act, 1896, Section 24.

Objects of Society.

2. The objects of this society shall be to hire land and re-let the same in small allotments, for spade culture, to artisans and labourers, being members of this society, and resident within one mile of the Parliamentary Borough of Northampton; and to promote thrift, by taking small deposits.

Classes of Members and Conditions of Membership.

3. The society shall consist of two classes of members, viz.:—A person subscribing not less than 5s. annually, or making a donation of not less than two guineas, shall be an honorary member; and every other member shall subscribe 1d. per week to the Provident Fund.

Persons entitled to Admission.

4. No person shall be entitled to be admitted other than as an honorary member of this society unless he or she be a labourer or artisan, domestic servant, or person of that class resident at the time of such admission within one mile of the Parliamentary Borough of Northampton, and who may from time to time be accepted by the committee. Provided that all persons who have been admitted or have been considered members prior to the registry of this amendment of rules shall be deemed to have been properly admitted; and no person shall lose any of the privileges of membership, in consequence of removing out of the borough, or in consequence of ceasing to be of those classes for whose benefit the society has been instituted.

Expulsion of Members.

5. If any member of this society, whether holding land or not, shall wantonly injure or take away any part of the trees or the crops of any other tenant, or injure any of the fences on the land; or if he be convicted by any court of competent jurisdiction, of theft, or of any felony, or of poaching; or if he work upon any allotment on the Lord's Day, or be an habitual drunkard; then and in any such case the committee may cause an entry to be made in the minute book of the fact, and such persons shall be expelled from the society; and if he holds land, his tenancy is forthwith to cease; and the trustees shall be at liberty to re-enter on his land; and a copy of such entry, signed by the secretary, shall be conclusive evidence of the facts stated therein.

Money belonging to Expelled Members.—Re-Admittance of Expelled Members.

Any member so expelled will be entitled to receive immediately all money, if any, standing to his credit in the Investment Fund, with interest, up to the date of expulsion; and he will be entitled, on attaining the age of fifty, to receive any money standing to his credit in the Provident Fund, with interest up to the same date. Any money due from him to the society for rent, to be deducted from any sums so payable to him. Any member so expelled may at any time after the expiration of twelve months from the time of expulsion be re-admitted by

order of the committee or of the members present at an annual or special meeting, and upon such terms and subject to such conditions as may be determined on.

Committee: of whom composed.

6. The business of the society shall be conducted by a committee consisting of a president, vice-presidents, and treasurer, who shall be elected annually, together with six members of the society, two of whom shall retire annually and be eligible for re-election, and that any four of the committee form a quorum.

Appointment of Secretary.

7. The committee shall have power, from time to time, to appoint a secretary and other assistants and to make to them such payment in the form of salary, or otherwise, as may be deemed necessary; provided that no persons so appointed shall vote at the meetings of the committee, nor hold office longer than the committee think proper.

Time and Place of Committee Meetings.

8. The committee shall meet at the registered office, or some other place to be from time to time appointed, at least once every month.

Annual Meeting.

9. There shall be an annual meeting held not later than May 31st in each year, and at such meeting, or at some adjournment thereof, a report of the proceedings of the past year, with a full statement of the accounts of the society be presented, and the general business of the society transacted.

Power to call Special Meetings.

10. The committee to have power, from time to time, to call special meetings of the society, to consider any subject which the committee may require to submit to them, and the committee shall be bound to call such meeting whenever requested by thirty members so to do.

Notice of Special Meetings.

11. Notice shall be given of every special meeting, and of the nature of the business to be transacted thereat, by advertisement (at least seven days before the meeting), inserted in some newspaper circulating in the town of Northampton. The committee to have power to issue handbills, or to adopt such other measures as they may think necessary, in order to ensure proper notice of such meeting.

Alterations and Additions to Rules.

12. No alteration to be made in these rules, unless at a special meeting convened for such purpose. No amendment of rules is valid until registered.

Appointment of Sub-Committees for Special Purposes.

13. The committee, or the members present at any annual or special meeting, may, from time to time, appoint sub-committees of two or more members, to superintend the management of the land or any part thereof, or to investigate or examine into any accounts or other matters.

Supply of Copies of Rules.

14. It shall be the duty of the committee of management to provide the secretary with a sufficient number of copies of the rules, to enable him to deliver to any person on demand a copy of such rules on payment of a sum not exceeding 1s. for non-members, and 6d. for members, and of the secretary to deliver such copies accordingly.—Friendly Societies' Act, 1896, Section 38.

APPENDIX No. XXVI. (B.)—*continued.**Handed in by Mr. C. C. Becke, Northampton. (Q. 48224) (7).**Election of Trustees.*

15. Three trustees shall be chosen by the members present at an annual or special meeting. A copy of every resolution appointing a trustee shall be sent within fourteen days to the registrar, in the form prescribed by the Treasury regulations.

Treasurer's Duties with regard to Balances held by him.

16. All moneys belonging to the society shall be held by the treasurer, who shall, whenever required by a general meeting, or by the trustees, or by the committee, pay over any balance in his hands. He shall also pay to the savings' bank all moneys received not later than the day following the receipt thereof, and shall produce his books and accounts whenever called upon so to do by the society, the trustees, or the committee; and he shall give such security as is required by the Friendly Societies' Act, 1896, Section 54, when desired by the committee.

Investment of Funds and Safe Deposit of Securities.

17. The trustees shall invest the surplus funds of the society in the public funds; or on the mortgage of any freehold or leasehold houses or lands in England; or on the debentures of any established dividend-paying railway company in England or in any British possession, or on the debentures or stock issued by any municipal corporation in England; or in the Government stock issued by any British colony or any British possession; provided that all investments now made or hereafter to be made by the trustees shall be subject to the approval of the committee and be changed, altered, or called in as the committee may from time to time direct, and all securities belonging to the society shall be deposited with the bankers.

Disposal of Profits.

18. All profits arising from the transactions of the society, after providing for interest and expenses, and making such deductions as the committee may consider necessary, in order to form a reserve fund to meet future losses and contingencies, shall be fairly and equitably apportioned amongst the subscribers to the provident fund.

Vacation of Mortgages upon Repayment of Principal and Interest due.

19. The trustees shall, by their signatures, together with the counter-signature of the secretary, vacate mortgages without re-conveyance or re-surrender, as provided by the 1st Sub-section of the 53rd Section of the Friendly Societies' Act, 1896.

Trustees to render Account of Investments and to realise Investments whenever required by the Committee or a Special Meeting to do so.

20. The trustee or trustees for the time being shall, at all times when required by the committee so to do, give to the committee full information as to the manner in which the funds of the society are invested, and shall, whenever required by the committee or by an annual or special meeting so to do, call in any moneys so invested, and do all such acts as may be necessary to obtain repayment of any moneys so invested.

Accounts.

21. The committee of management shall cause the accounts of the society to be regularly entered in proper books, and separate and distinct accounts shall be kept of every branch of the society's operations, and of every different fund.

Audit.

22. The committee of management shall once at least in every year submit the accounts, together with a general statement of the same, and all necessary vouchers up to the 31st December then last, for audit, either to one of the public auditors appointed under the Friendly Societies' Act, 1896, Sub-section 1, Section 26, or to two or more persons appointed as auditors by the members at the meeting next before each yearly meeting of the society, and shall lay before every such meeting a balance sheet (which either may or may not be identical with the annual return, but must not be in contradiction to the same), showing the receipts and expenditure, funds, and

effects of the society, together with a statement of the affairs of the society since the last ordinary meeting, and of their then condition. Such auditors shall have access to all the books and accounts of the society, and shall examine every balance sheet and annual return of the receipts and expenditure, funds, and effects of the society, and shall verify the same with the accounts and vouchers relating thereto, and shall either sign the same as found by them to be correct, duly vouched, and in accordance with law, or shall specially report to the meeting of the society before which the same is laid in what respects they find it incorrect, unvouched, or not in accordance with law—Friendly Societies' Act, 1896, Section 26.

Annual Return to Registrar of Friendly Societies.

23. Every year, but not later than May 31st, the secretary shall send to the registrar the annual return, in the form prescribed by the Chief Registrar of Friendly Societies, required by the Friendly Societies' Act, 1896, of the receipts and expenditure, funds and effects of the society, and of the number of members of the same, up to December 31st then last inclusively, as audited and laid before a general meeting, showing separately the expenditure in respect of the several objects of the society, together with a copy of the auditors' report, if any. Such return shall state whether the audit has been conducted by a public auditor appointed under the Friendly Societies' Act, 1896, and by whom; and if such audit has been conducted by any persons other than a public auditor, shall state the name, address, and calling or profession of each of such persons, and the manner in which and the authority under which they were respectively appointed.—Friendly Societies' Act, 1896, Section 27.

Copy of last Annual Balance-Sheet with Auditors' Report to be hung up in Society's Office.

24. It shall be the duty of the committee of management to keep a copy of the last annual balance sheet of the society for the time being, together with the report of the auditors, if any, always hung up in a conspicuous place at the registered office of the society.—Friendly Societies' Act, 1896, Section 29.

Copies of Annual Returns to be supplied gratuitously to Members upon Application.

25. It shall be the duty of the committee of management to provide the secretary with a sufficient number of copies of the annual return, or of some balance sheet or other document duly audited, containing the same particulars as in the annual return as to the receipts and expenditure, funds, and effects of the society, for supplying gratuitously every member or person interested in the funds of the society, on his application, with a copy of the last annual return of the society, or of such balance sheet or other document as aforesaid, for the time being; and it shall be the duty of the secretary to supply such gratuitous copies on application accordingly.—Friendly Societies' Act, 1896, Section 39.

Inspection of the Society's Books by Members.

26. Any member of the society, or person having an interest in the funds of the society, may inspect the books at all reasonable hours at the registered office of the society except that the member shall not, unless he is an officer of the society or is specially authorised by a resolution of the society to do so, have the right to inspect the loan account of any other member without the written consent of that member.—Friendly Societies' Act, 1896, Section 40.

Payment of Moneys belonging to Deceased Members.

27. Upon the death of any member, whether before or after attaining the age of sixty, the moneys standing to his credit in the society will be paid to his nominee or representatives, in accordance with Section 56.—Sub-sections 1, 2, 3, 4, 5, and 6 of the Friendly Societies Act, 1896.

Payments under Nomination.

28. A member not being under the age of sixteen years may, by writing under his hand delivered at or sent to the registered office of the society, or made in a book kept at that office for the purpose, nominate a person

APPENDIX No. XXVI. (B).—*continued.**Handed in by Mr. C. C. Becke, Northampton. (Q. 48224) (7).*

to whom any sum of money payable by the society on the death of that member not exceeding £100 shall be paid at his decease.—Friendly Societies Act, 1896, Sections 56, 57, 58, 59 and 60.

Settlement of Disputes.

29. In case of any dispute between the society or an officer thereof and any member or past member or person claiming through any such member or under the rules, such dispute shall be settled by three arbitrators, who are neither directly or indirectly interested in the funds of the society, and who may be agreed upon between the society and the other party in dispute. Any honorary member may act as arbitrator. If the parties are unable to agree upon the choice of arbitrators, or if the person making any claim against the society prefers it, then every such dispute shall be referred to His Majesty's justices of the peace for the county borough of Northampton in petty sessions assembled.

Dissolution of Society.

30. This society may be dissolved with the consent, in writing, of three-fourths of the members, testified by their signatures to an instrument of dissolution, in the form prescribed by the Treasury Regulations.—Friendly Societies' Act, 1896, Section 78, Sub-section (b).

Provident Fund.

31. The provident fund of the society shall be conducted in accordance with the following provisions:—

(a).—The sum of 1d. per week, which every member is bound under the third rule to pay, shall be appropriated to the formation of a provident fund for the benefit of such member, but he shall not withdraw the same until after he has attained the age of 16y, when he shall have the option either of withdrawing the whole or part of the amount due to him, or continuing his contributions until he attains the age of sixty, up to which time he will be subject to Section C., Rule 32, as to interest, which shall accumulate on the balance from time to time standing to the credit of such member in this fund, at such rate and manner as the committee may from time to time direct, having regard to the average rate of interest which may be derived from the investments of the society.

(b).—Every member on satisfying the committee that he has attained the age of fifty years, but at no prior time, shall be entitled to draw all monies due to him from this fund, either altogether or by instalments, except such sums as the committee deem necessary to retain as security for rent of his allotment; but so long as any portion of the money remains to his credit, he is to be entitled, until he attains the age of sixty years, to the same rate of interest on the balance as may be allowed to other members having money in this fund.

(c).—If any member neglect to pay his subscription of 1d. to this fund for fifteen weeks, he shall cease to be entitled to hold land, to receive interest, or to take any advantage from the society until all arrears be paid up.

(d).—Notwithstanding the Sub-sections (a) and (b) of this rule, if any member shall prove to the committee that he or she has emigrated or left or is about to emigrate or leave the United Kingdom, then, and in any such case, the committee, if they in their discretion shall think fit, may allow such member to withdraw the whole or any part of the monies standing to his or her credit in the Provident Fund, upon such conditions and in such manner as the committee may deem fit. The decision of the committee in any such matter not to be reviewed or questioned by the general body of members.

Investment Fund.

32. The investment fund shall be conducted according to the following rules, viz.:—

(a).—Every member may, at his option, pay any sum exceeding 1d. per week; but all such additional payments shall be carried to the credit of the person paying the same to a separate fund, called the investment fund. Moneys paid to this fund may be

withdrawn in whole or in part, on giving to the secretary one month's notice to withdraw such sums, the committee nevertheless having power to accept a shorter notice. Interest allowed upon deposits in the investment fund to be calculated from the first day of the month immediately following the month in which the deposit is made, and calculated up to the last day of the month immediately preceding the month in which such deposit is withdrawn, at such rate, not exceeding £4 per cent., as the committee may from time to time direct.

(b).—If any member after attaining the age of sixty shall not withdraw the money standing to his or her credit under Sub-section (a) of Rule 32, then the amount of the balance due to him or her on the provident fund shall, as soon as the committee are satisfied that the member has attained sixty, be transferred from the provident fund to the investment fund, and bear interest at the rate fixed from time to time as being payable on that fund as provided by Section (a) of this rule.

Allotment Fund.

33. The allotment fund of the society shall be conducted according to the following rules, viz.:—

(a).—All land held from time to time by the society shall be taken by the trustees as tenants on behalf of the society. The land to be let to the members at such a rate as shall cover the original rent, and all other expenses; and if any surplus arise, the same be carried to the credit of the management fund.

(b).—The land from time to time in the possession of the society shall be let by the trustees to the members; and all members of the society occupying land shall hold the same as tenants to the trustees, but subject nevertheless to such rents, terms and conditions as the committee may from time to time direct and impose; provided nevertheless that the rules for letting land be approved at an annual or special meeting.

(c).—Every tenant, prior to entering upon his allotment, shall be required to sign a memorandum, admitting that he holds the same as tenant; but subject to such regulations and bye-laws, not inconsistent with these rules, as the committee may may from time to time direct.

(d).—In case a tenancy from any cause be determined, the committee have power to award such compensation, if any, for labour, seed, planting, or crops, as they shall think proper.

JOSHUA TOMLIN.	} <i>Members.</i>
J. JONES.	
WM. BARRINGER.	
ARTHUR TUSTIN, <i>Secretary.</i>	

The following is a form of agreement adopted by the society for the occupation of the allotments, subject nevertheless to alterations from time to time, as provided by the rules.

AGREEMENT.—I, the undersigned, do hereby acknowledge to hold the allotment (No. _____ in No. _____ Field), as tenant to the trustees for the time being of the Northampton Artisans and Labourers' Friend Society, upon the terms and subject to the conditions hereinafter named:—

(1) The tenancy to be considered as a yearly tenancy from _____ to _____ determinable nevertheless by either party, on giving three months' notice in writing to the other, and determinable also, without notice, upon breach or non-observance of any of the conditions hereinafter set forth.

(2) The rent must always be paid in advance, the tenant having the option of paying it by six instalments; but nevertheless the whole rent must be paid before the commencement of the year's tenancy.

(3) The land to be always properly cultivated.

(4) The tenancy to continue so long as the tenant remains a member of this society, and no longer; and it is expressly agreed that if any tenant neglect to pay

APPENDIX No. XXVI. (B).—*continued.**Handed in by Mr. C. C. Becke, Northampton. (Q. 48224) (7).*

his rent according to the preceding rule, or by himself, or his family, wantonly injure the fences, the trees, or the crop of any of the other tenants; or if he do not cultivate and manure his allotment to the satisfaction of the committee; or if he work on his allotment on the Lord's Day; or be convicted of theft, or of any felony, or of poaching; or be an habitual drunkard, a minute thereof to be entered on the committee book, and his tenancy to cease from the time of such entry; and the trustees to be at liberty to enter upon and re-let his allotment; and he shall be liable to be proceeded against as a wilful trespasser if he enter upon his allotment after a notice from the secretary; and a copy of such minute, signed by the secretary, shall be conclusive evidence of the facts stated therein.

(5) The tenant is not to be entitled, on quitting, to any compensation for crops or otherwise, unless ordered by the committee.

(6) The rent for the present year to be but this amount to be liable to be increased or

diminished under the direction of the committee, so that the land may always be let at such a rate as will cover the rent payable by the society, and the rates, taxes, and all other necessary outgoings. If there should be any surplus, the same to be carried to the credit of the management fund.

Register No. 616 *Northants, S.A.*

Complete Amendment.

ACKNOWLEDGMENT OF REGISTRY OF AMENDMENT OF RULES.

The foregoing amendment of the rules of the Northampton Artisans and Labourers' Friend Society, a specially authorised society, is registered under the Friendly Societies' Act, 1896, this 10th day of July, 1903.

Registry of Friendly Societies,
Central Office.

(SEAL)

E.N.B.

Copy kept. E.N.B.

APPENDIX No. XXVII.

STATEMENT OF EVIDENCE BY REV. J. W. BAKER, CHAIRMAN OF BOARD OF GUARDIANS OF WEST DERBY UNION, LIVERPOOL.

PROVINCIAL URBAN CENTRES—LIVERPOOL AND MANCHESTER.

1. This being one of the largest unions in the kingdom, the experience is comprehensive and varied.

2. In my judgment, combinations will be an advantage both as regards economy and efficiency. One set of cottage homes could be arranged for, say, the whole of Liverpool. The question of dealing with tramps in a given area would be more uniform if dealt with by one authority.

3. By an interchange of inmates in particular cases such as those afflicted with tuberculosis, epilepsy, and imbecility, etc., power should be given to unions for such purposes, and so prevent each union making separate accommodation.

4. This system seems to work well, and should be encouraged, but a most useful addition could be made in the establishment of homes for the children when they are ready to leave, such as in the case of girls where they could be trained for domestic service, and in the case of boys who have partly learned a trade, but are not quite able to support themselves.

5. These homes would prevent many young persons from drifting back again into their old associations and give them a fair start in life. The cost of up-keep in these homes, especially in the case of boys, would be small. The initial expenditure would be the chief item, whilst the possibilities would be enormous.

6. With regard to the cottage homes system, the idea of making provision for the teaching of useful trades might receive more attention. The limit of working hours should be left to the discretion of the guardians both as regards boys and girls. A more liberal allowance might be made from the common funds for boys, and more liberty might be given in the case of girls, so that their labour might be utilised.

7. In the case of girls who go to service a difficulty is often experienced when they are on holiday or are changing

their places. Where are they to go? In the case of boys, the difficulty in a large city is that whilst we may get employment for them, where are they to live? It is not always desirable that they should live with those who employ them, and there are few employers who can find suitable accommodation, hence it is that so many boys drift either into the Army or Navy.

8. Homes should be established which could be worked cheaply and be a great help. We are trying the experiment of a girls' home to train them for domestic service, from which we have great hopes.

9. This requires very careful treatment. If persons are worthy of assistance without sending them into the "House" then the relief should be adequate. The practice of some unions of doling out a few pence or shillings to keep body and soul together is in many cases almost useless, as the recipients can never rise above their present helpless condition. It should be made clear that the "Poor Law" is for the help of the deserving poor as well as for those who in many cases have brought poverty upon themselves. In the extension of this principle the question of classification in the "House" might receive some attention, so that all classes and conditions of men should not be compelled to dwell together. We do not suggest that the way to obtain relief, either indoor or outdoor, should be made too easy, but we would plead for exceptional treatment for those who have led decent and respectable lives and who through no fault of their own find it necessary to come upon the rates, and in these cases the relief granted should be sufficient to meet reasonable demands.

10. The Poor Law should be administered in the interests of the decent poor as well as for those who are described as the destitute.

11. We are not in favour of the large unions being absorbed, as we think they would become too unwieldy, of larger but we do think that they might have more power to join mutually together for some of the common purposes.

APPENDIX No. XXVIII.

STATEMENT OF EVIDENCE BY DR. WM. BARKER BALE, MEDICAL OFFICER STOCKPORT UNION (No. 1 DISTRICT), STOCKPORT WORKHOUSE, STOCKPORT UNION HOSPITAL, STOCKPORT UNION COTTAGE HOMES, AND PUBLIC VACCINATOR OF No. 1 DISTRICT, STOCKPORT UNION.

PROVINCIAL URBAN CENTRES—LIVERPOOL AND MANCHESTER.

STOCKPORT UNION.

No. 1 DISTRICT.

Population.—55,293.

Type.—Large working class population ; several lodging houses.

I will divide medical relief into two classes :—

1. Midwifery.
2. Ordinary sickness.

1. MIDWIFERY.

1. In my opinion, when a midwifery order is given by the relieving officer, this ought to be delivered to the district medical officer, who should give the patient a card to take to the midwife of his selection to attend the case and whose duty it should be to inform him when the woman is delivered, and of course if necessary, to send for him during the progress of the case.

2. The district medical officer to visit the patient as soon as convenient after delivery and during puerperium.

3. The district medical officer to pay midwife's fee and to receive from guardians a nominal fee of 15s. for responsibility of the case and to cover midwife's fee.

4. My reason for above is that with existing fees (in my case 10s. for normal confinement) it is unreasonable to expect me to attend in person probably with filthiest surroundings, and no conveniences when a midwife can perform the duties under my supervision and responsible to me for the safe conduct of the case.

5. Also that the working class as a rule have only a midwife in normal cases to deliver them, then why should a pauper expect to have a medical man in attendance ? In addition, these women much prefer a midwife, who also attends afterwards and performs the usual duties for the baby, etc.

6. I would only grant an outside midwifery order for unmarried women in exceptional cases, as I find that when at home they are generally confined under the most distressing circumstances, but order them to hospital, especially when there exists, as in this union, a modern maternity block isolated from workhouse and general hospital, where the patient is not likely to be contaminated by pauperism."

2. ORDINARY SICKNESS.

7. In my practice I will divide these cases into :—

- (a) Old and infirm.
- (b) Habitual paupers due to :
 - (1) Improvidence and vicious habits.
 - (2) Hereditary taint.
 - (3) Small and irregular wage earning capacity.
 - (4) Those generally on verge of destitution.
- (c) Incidental or temporary paupers owing to continued sickness, or lack of work, of wage earner of family.
- (d) Medical relief only.

Class A.

8. In this class all I can hope for is alleviation of suffering by medicine, as they are generally so infirm that no cure can be expected.

9. There is some satisfaction to me to be able to do this, but there is no doubt I could help them a great deal more if they were able to get the nourishments, etc., necessary for their complaints, and if their surroundings were more healthy.

10. I consider their relief is totally inadequate when they are sick, and would suggest that when they become bedfast they ought to be compulsorily removed to hospital, unless they can be materially assisted at home, particularly in the case of old men or women who live alone in single

tenements, as I often find them in their last days in a condition of abject squalor.

Class B.

11. This class contains most of the cases which ought to be curable, but under existing circumstances, such as insanitary surroundings, filthy social habits, abject poverty combined with totally inadequate out-relief, very little hope of success of medical treatment is left.

12. I believe that a large number of children are lost every year entirely on account of their sordid surroundings, the incapability of their parents to nurse them, and their inability to provide suitable nourishments, etc.

13. I consider that the only satisfactory manner of dealing with such cases is by removing them to hospital, even if under compulsion, which might be done by stopping their relief and the guardians having power to order the affected ones under certificate of district medical officer to hospital.

14. Even if nourishments are ordered by me, it is extremely likely that the patient will only get a small proportion of same unless the strictest supervision is maintained over them by the relieving officer, who in my district could not possibly have the time to exercise it.

Class C.

15. This class generally contains those suffering from some chronic disease, such as rheumatism, bronchitis, phthisis, etc., who have exhausted all their savings, or whose low wages have prohibited them from saving sufficient to maintain them in the hour of need.

16. This again is a class most discouraging to me, as in my experience they never receive relief sufficient to maintain the household, and provide the necessary extras required in case of sickness.

17. For this class, I should, provided that sanitary surroundings and social habits of patient were satisfactory, grant far more liberal outdoor relief under stricter supervision.

18. In the case of children of this class, I should strongly advise removal to hospital.

Class D.

19. This is the only class that gives me any real satisfaction to treat, as the patients generally live under fairly good sanitary conditions. Their social habits are good ; they are as a rule able to obtain necessities, and if I order them milk, etc., I have every confidence in getting it themselves.

20. I consider that under existing circumstances, it is most disheartening and discouraging for me to attempt to treat patients at their homes scientifically and conscientiously with any hope of success, particularly in the case of children and curable cases.

21. I would suggest more liberal out-relief in Classes A. and C., especially the latter, under the strictest supervision and frequent visitation by the relieving officer.

22. In Class B., unless they improved their social habits and surroundings, which is almost impossible, they should be compelled to be removed to hospital under certificate of district medical officer, particularly so in the case of children.

Dispensaries.

23. I consider that in large manufacturing districts like mine, a dispensary adjacent to the relief offices is very necessary, as all classes of dirty and infectious cases are sent on to my private house after seeing the relieving officer, when they could wait for me to attend them at the dispensary after obtaining their medical order. This would in many cases save them a long walk to the medical officer's surgery often when in a totally unfit condition.

APPENDIX No. XXVIII.—*Continued.*

24. I have had at my house patients suffering from almost every infectious disease there is, including several small-pox, to say nothing of filthy verminous people, and neglected, foul smelling ulcerated legs.

25. I am pleased to say the guardians are including such a dispensary in their new office block.

26. A district nurse may be of service occasionally, but I consider that in the large majority of my cases, the general surroundings are so sordid, and the patients so utterly devoid of the common necessities of life, such as bedding, towels, etc., that her efforts would be ren-

dered hopeless, all of which, in my opinion, emphasises the fact that it is absolutely essential that these cases should be transferred to hospital, particularly when, as I am proud to say, there exists in this union, an up-to-date hospital replete with every modern appliance and convenience and an efficient nursing staff.

Lodging Houses.

27. All sick cases in lodging-houses and furnished tenements ought, in my opinion, to be removed to hospital under compulsion.

THERE IS NO APPENDIX No. XXIX.

APPENDIX No. XXX.

STATEMENT OF EVIDENCE BY MR. JAMES BIRCH, MEMBER OF WEST DERBY BOARD OF GUARDIANS.

PROVINCIAL URBAN CENTRES—LIVERPOOL AND MANCHESTER.

1. In response to your request, that I should furnish you with my views on the local aspects of Poor Law administration, I have to say that I have been a member of the West Derby Board of Guardians since 1880.

2. I am the elected representative of one of the rural parishes, and my general statement may be taken as representing the opinions of the other members of the rural portion of the union.

3. Since my election I have had the honour of being chairman of the board and a member of most committees, and I have been actively associated with the great progress and improvement that has taken place in this great union.

4. The actual relief required by persons belonging to the rural parishes is certainly very little, but it is felt that the connection with a large union possessing such admittedly fine and well-endowed institutions, and excellent arrangements for medical and other aid, is of great advantage to any cases requiring assistance which may arise.

5. This view is strengthened by the fact that our contributions to the expenses of the union are very little, if anything, in excess of what they would be if we were associated with a purely rural union not possessing the many advantages I have referred to.

6. Having been actively engaged on committees of the guardians appointed to deal with the question of the unemployed, and also being a member of the Liverpool Distress Committee since its formation, I may perhaps be allowed to confine my further statement to this phase of poverty which frequently leads to pauperism.

7. At certain seasons of the year the farmers of this district are in want of extra hands. Efforts have been made to obtain them locally, but, notwithstanding the fact that a great want of employment is reported, there is a great difficulty in obtaining and retaining the help required.

8. I myself have frequently offered to engage (at the current rate of wages for agricultural labourers) town men who state that they are out of employment and are anxious for work.

9. My offers have been refused, and the invariable excuse of the men is that they will not work for less wages than they have been accustomed to, and they plead the trades union rate.

10. If trades unionism, and not laziness on the part of the man, is to blame for this state of affairs, then unionism is the cause of a great deal of poverty in the town which is preventable.

11. It is surely better for these men to accept a healthful occupation, in this case not more than three or four miles from the city, even at less wages than they have been accustomed to, than help to swell the already overcrowded profession of the unemployed.

12. If, on your visit, I can give you any further particulars I shall be very pleased.

13. I can only say that on the general question of poor relief the principle is sound, and as administered in this district I believe it is carried on on safe lines.

APPENDIX No. XXXI.

STATEMENT OF EVIDENCE HANDED IN BY MR. D. S. BLOOMFIELD, CLERK TO THE GUARDIANS OF THE CHORLTON UNION.

PROVINCIAL URBAN CENTRES—LIVERPOOL AND MANCHESTER.

(1) *The Combination of Unions under 42 & 43 Victoria, Chapter 54, Section 8.*

1. That the combinations of the Unions of Chorlton, Manchester, Prestwich and Salford, for special purposes, was first advocated in 1893, and as between Manchester and Chorlton took effect in 1895, when the unions were combined for the purpose of erecting and maintaining a workhouse to be used as an asylum for the reception of imbecile paupers, and of persons who may be insane or suffering from epilepsy and who might be relieved in the workhouse of such unions, and for the purpose of erecting a central vagrant ward and test house. It was also advocated at that time that combined provision should be made for the establishment of cottage homes and schools for children. The unions did not agree to combine for the last named purpose.

2. From the experience gained as a consequence of the existing combination, limited though it is, I have not

the slightest hesitation in saying that a great benefit has accrued to the ratepayers of the district, and also to the classes for whom special provision has been made.

3. I am a firm believer in the benefits which would result from the combination of unions for the establishment of :—

(1) Special homes for the treatment of backward and feeble-minded children.

(2) Provision for the better classification of workhouse inmates.

(3) For the establishment in central districts of working boys' homes and working girls' homes.

(4) General hospitals.

(5) Hospitals for consumptives.

(6) Training ships for boys.

(7) Laundries for the purpose of training girls.

APPENDIX No. XXXI.—*Continued.*

(8) The provision of asylums for sane epileptics, imbeciles and lunatics, who would not in the ordinary course, find their way into the county asylums.

(9) The establishment of cottage homes and schools for children.

(10) Labour colonies for vagrants and able-bodied.

4. In speaking of general hospitals, it may be worthy of consideration if the time has not arrived when the union hospitals in populous districts should become State hospitals and be separated altogether from work-house administration.

5. The Chorlton Union Hospital which is only one of three union hospitals in Manchester, has more beds, probably twice as many, as all the voluntary hospitals in Manchester put together, and I am told, as a matter of fact, that the London Poor Law hospitals have more beds than the voluntary hospitals in the country combined.

6. The Local Government Board *should have full power* to combine any or all the unions of a county, or even of a larger area, for any one or more of such special purposes. It should not be left to the individual union to make application for combination, as I am afraid in such a case little could be done owing to very mistaken notions of economy which exist in the minds of the guardians of some unions not confined altogether to agricultural unions. Everybody who has had practical experience of boards of guardians knows that there are boards of guardians who are not disposed for any purpose whatever, no matter how beneficial such purposes may be, to incur the slightest expense for fear of an addition to the poor rate. There can be little doubt that the unions of the less populous districts are to-day severely handicapped in dealing with the proper classification of the poor committed to their charge. I strongly advocate combinations of unions for special purposes, and I suggest, with every respect, that the Local Government Board should be empowered to compel combination where they deem it desirable.

(2) *The Abolition of the Law of Settlement and Removal.*

7. At the North Western Poor Law Conference in September, 1895, a resolution was passed declaring that the time had arrived when, in the opinion of the Conference the law of Settlement and Removal ought to be repealed. I believe that this resolution received the unanimous support of the representatives present. And if provision could be made so as to provide from Imperial funds for the maintenance of lunatics brought from foreign parts to British ports and who have not a settlement in this country, I believe there would be on the part of the guardians of the country generally, an unanimous wish for its abolition. The maintenance of such lunatics should become a national charge. There is to-day no need for this law, which often is a cause of severe hardship and intense suffering to those who unfortunately come within its provisions. I would respectfully refer the members of the Commission to a paper on the "Abolition of the Law of Settlement and Removal" read at the Conference named.

8. The guardians of the Manchester, Chorlton, and Prestwich Unions decided in 1895, to ignore the Law of Settlement and Removal as between themselves, except in the cases of lunatics, and with beneficial results. They have not since seen any reason to change their minds.

(3.) *Extensions of the Powers of Guardians.*

9. As long as guardians are allowed to exist, they should possess greater powers than they do at present. They should have full power, on lines similar to those followed by the Jewish boards of guardians, to prevent,

as far as possible, destitution. To-day guardians are practically compelled to wait until an applicant for relief is destitute before rendering assistance, and the assistance when rendered, only helps to perpetuate the destitution. They ought not to be restricted as they are by the Outdoor Relief Prohibitory Order and the Outdoor Relief Regulation Order.

10. In the course of upwards of 50 years, almost everything in the country, with the possible exception of the restriction placed upon guardians in dealing with the poor, has, to some extent, changed, and yet the guardians, restricted as they are by the Orders of 1844 and 1852, are expected to deal with the poor according to present day requirements. Though the guardians' powers should be extended, every experienced administrator agrees with the Commission of 1834 that "Outdoor relief should be almost indiscriminately hard to get and distasteful when got," and "nothing should be done which would weaken the obligation of the family to assist its aged members, as well as of the individual to provide, so far as may be in his power, for the needs of old age."

11. In times of exceptional distress, guardians have no legal right, for instance, to open soup kitchens, except the soup is given in the way of outdoor relief. They have no power to subscribe to local distress funds. They have no power to board out a child a yard outside their union area, unless there is a boarding-out committee in existence to take charge of such child, although they may have in their service, as the Chorlton Guardians have in theirs, a most competent lady inspector.

12. In their building operations, which are extensive, they are only allowed thirty years to repay their loans, although their neighbour, the education authority, is allowed fifty or sixty years.

(4.) *The Curative Treatment of the Poor Law.*

13. If it were at all possible to induce the working classes to take an interest in Poor Law administration, as is the case in Germany under the Elberfeld System, the work and responsibility of guardians would be considerably lessened, whilst the sympathetic help given to the distressed would have an encouraging effect in enabling them to again gain their independence.

14. To enable guardians to deal with the poor of the country in a humane and curative manner, it is first necessary that a codification and revision of the Poor Laws should take place.

15. In the early part of last year, the guardians of the Chorlton Union circularised the guardians of the other unions in the country in favour of such codification, and no less than 216 replies were received heartily approving of the proposal.

16. Mr. Sidney W. Clark, in a Paper read by him at the West Midland Conference on Friday, the 4th day of May, 1900, speaking on the Codification of the Poor Law, stated:—"I do not think I am overstepping the mark when I say that the Poor Law guardian of to-day is theoretically supposed to be acquainted with the provisions of something like 350 Acts of Parliament, about 5,000 decisions of the Court, and a large number of General Orders of the Poor Law Commissioners and the Local Government Board, which, have, so far as he is concerned, the force of law," and further quotes in his Paper from the History of English Poor Laws by Sir George Nicholls:—"When this is done" (referring to consolidation) "there will be little occasion for further changes in our English Poor Law which may then be readily consolidated into one clear and comprehensive code, easy of administration and intelligible to all."

APPENDIX No. XXXII.

STATEMENT OF EVIDENCE BY MR. WILLIAM BRAY, GOVERNOR LIVERPOOL PARISH WORKHOUSE.

PROVINCIAL URBAN CENTRES—LIVERPOOL AND MANCHESTER.

- Workhouse.** 1. The workhouse is divided into two parts, viz. : Healthy and hospital.
- Staff.** 2. The staff of the house consist of governor, matron, chaplain, Roman Catholic instructor, visiting and resident doctors, wardmasters and wardmistresses, storekeepers and clerks, superintendent nurse, assistant superintendents, night superintendent, nurses and probationers.
- Divisions (male).** 3. The general division may be classified as follows :—
Male Healthy.—Men from sixteen to any age.
Male Epileptic.—Epileptic patients and imbeciles.
Male.—Cleansing, stores, dispensary, etc.
Female. *Building.*—Healthy women sixteen to sixty.
Old Infirm.—Old women not sick.
Basement.—Special women.
Class.—Pregnant women and mothers with babies.
Nursery.—Babies without mothers to two years or until able to make themselves understood.
- Hospital.** *Male.* Surgical, medical, infirm and boys wards.
Women.—Surgical, medical, infirm, children, cleansing, maternity, and isolation wards, operation rooms.
- Occupation.** 4. The men are employed as far as possible at their own trades, stables, laundry, kitchen, mattress making, mat making (limited) and general work about the house, painting, etc.
Women.—Laundry, cleaning hospital and house, sewing, etc.
- Classification** 5. At the present time we are not able to classify in the strict sense of the word, owing to want of room.
 6. Up to two years back the majority of the able-bodied men and women were sent to the Belmont Road Testhouse, belonging to the West Derby Union. The arrangement ended March, 1905; since then these inmates have been admitted to Brownlow Hill. We have felt no inconvenience with the men, so far as discipline is concerned, but have had more trouble with the women. It is hoped that when the Kirkdale Home is ready to receive its full complement of inmates we shall be able to classify to a better advantage.
 7. A suggestion has been made as to whether it would not be better for one board to take able-bodied and another old people, etc. This might be done with advantage in large centres; another suggestion is to have the separate houses under joint committees; but I do not think this is a good plan, as it gives rise to trouble about expenses, etc. In small unions either of the above would be out of the question, on account of the cost of moving inmates from one place to another when the houses are a long distance from each other, as, for instance, in agricultural counties, such as Lincolnshire, Norfolk, and Suffolk.
- Effect on Mental Condition.** 8. I have not found any cases where long or frequent periods of residence has caused mental trouble; they may get into a careless way of looking after themselves outside by such residence.
- Ins and Outs** 9. There is a large number of this class; frequently the admissions during the week will amount up to 400 or 500 and the discharged about the same.
 10. This in a large workhouse is unavoidable; the people leave in the morning (and some return the same night) with the idea of getting work—some do, and I am afraid some do not try—but it is simply for a break in their life.
 11. The greatest trouble is with women who have children; where the child is sick we do our best to persuade them to stop until the child is better.
- Discipline.** 12. We have not much trouble in this way, probably from the fact that all serious cases are sent before the magistrate; first offenders generally promise better behaviour, and I must say in the majority of cases do behave better; second offenders are dealt with by the magistrate.
 The women are the worst to deal with.
13. This is managed by a committee of ladies and is carried on in the hospital, and I think does good; some of those employed in the house have been able to continue it outside.
14. We have seven branch establishments managed from Brownlow Hill.
15. *Kirkdale Home.*—This will be capable of holding 1,200 people when completed; old people are sent there. The washing is done at Brownlow Hill. Food sent out and cooked on the spot. Clothing made for them, mending done there.
16. *North Sailors' Home.*—Two hundred and ninety old men only are sent. Washing, etc., done at Brownlow Hill. Food cooked on the spot.
17. As soon as Kirkdale is ready it is proposed to close this place, which is rented by the Select Vestry.
- Mitford Home.*—This belongs to the Select Vestry, but is not contemplated to be kept on when Kirkdale is ready. It is an old house and is used for old women (seventy-five). Washing, etc., as above.
18. This is a house for epileptic women and imbeciles; Dingle they do their own washing, etc., and some making of Mount clothes.
19. This is rented by the Vestry and is used for epileptic men and imbeciles. The men are employed in the gardens, and it has been found that the epileptic patients benefit very much by such work, they have not so many fits, showing that outdoor work is beneficial. Washing, etc., as above.
20. This is a convalescent home for boys sent out by Maghull. the doctors, tubercular cases; tents are used, and the boys sleep out in all weathers, many preferring the tents to indoors. They do their own washing and mending. Women workers sent from Brownlow Hill.
21. This is a convalescent home for girls who are sent out by the doctors. Washing, etc., as at Maghull.
22. These homes, Maghull and Grove Mount, have undoubtedly proved of great benefit to those sent out.
23. Greater power should be given to boards of guardians to enable them to detain in workhouses or some home, inmates of weak intellect—I mean those not bad enough to be kept under a detention order, especially women, as there is no doubt that many are ruined by unscrupulous men.
24. Want of employment is a great factor; it is frequently said that if a man has grey hair no employer will take him, even if he is not old.
25. Thriftlessness, coupled with drink, old age, inability of children to assist in supporting their parents.
26. Some also think that the great advance that has been made in nursing, etc., in workhouses encourages people to enter.
27. I do not think the fact of a man or woman having been in the hospital encourages them to go back to the house, unless they think there is a chance of reaching the hospital again. Many also try to get into the hospital for very simple causes, that could be very well treated outside; and many no doubt could work, but they say the employers would not have them if they have the slightest thing the matter; this may be so, but there is no doubt that many are working with far more serious complications than some who seek the shelter of the house.
28. The big combinations have also affected the number of workers; naturally a big company will employ fewer men at regular work, than half a dozen single owners, and there is not the same incentive to the combinations to employ old servants as in the days gone by, when a master would keep on an elderly man because he had been in the employ for a long time.
29. I think as far as possible the hospitals should be separate from the workhouses, and that the people who are admitted on account of sickness only should not be deprived of privileges that citizenship may entitle them to.

APPENDIX No. XXXIII.

STATEMENT OF EVIDENCE BY JAMES BRASSEY BRIERLEY, M.D., MEDICAL OFFICER
FOR THE OLD TRAFFORD DISTRICT, BARTON-ON-IRWELL UNION.

PROVINCIAL URBAN CENTRES—LIVERPOOL AND MANCHESTER.

- | | | | |
|--|---|---|---|
| Outdoor Relief. | 1. The present system of giving only money to old people simply provides a shelter for them but no food; for example, I have now ten old women receiving half a crown a week from the relieving officer, and each one pays 2s. a week for a room, thus leaving less than a 1d. a day for maintenance and they have to depend upon charity for the bare necessities of life. | women may apply and a minimum fee of one guinea should be paid by the Local Government Board to the medical attendant. | |
| Workhouses. | 2. If continued at all, workhouses should be simply for able-bodied paupers and casuals. | 7. State isolation hospitals should be provided for the use of the state poor as well as the general public. | State Isolation Hospitals. |
| Unmarried Mothers. | 3. Guardians should have the power, and be compelled to find if possible, and prosecute the father of an illegitimate child, and to send him to gaol in default of payment of maintenance, and he should get hard labour. If a father of a second illegitimate child, he should serve a term of imprisonment without option. These cases, I believe, are common; deserted wives should be protected in a similar way. | 8. Lunatics should in no case be allowed abroad, except under the supervision of some licensed person. | Lunatics. |
| Abolition of outdoor relief where father able to work. | 4. Outdoor relief to families where the father is able to work should be abolished. | 9. District nurses should be provided for attendance upon cases of temporary sickness and emergencies. | District Nurses. |
| Medical Relief. | 5. Women cohabiting should have no claim at all, the man should be mulct in cost, and in default imprisoned with hard labour. | 10. Aged people should be kept in one storey buildings in hamlets, as near as possible to, but not in large towns, and no block of buildings should house more than fifty inmates. Men and women should be kept in separate blocks but may meet together at meals. | Housing of the Poor. |
| | 6. As regards midwifery—a list should be kept of all qualified medical practitioners in a district willing to attend pauper women in confinement to whom such | 11. Children should be kept in country cottages and entirely free from grown-ups. | Children. |
| | | 12. Provision for outside surgical help and anaesthetics should be carefully made and a scale of charges constructed. | Outside surgical help and anaesthetics. |
| | | 13. The time has now come for a complete organisation of the system of Poor Law administration, and relieving distress and want is not to be the chief and only object in the administration of state help to the poor. There should be a careful and accurate discrimination between the classes and characters of paupers, in short a complete grading system. Respect for character and regard for humanity must come before cost. | Classification of paupers according to character. |

APPENDIX No. XXXIV.

STATEMENT OF EVIDENCE BY DR. JOHN J. BUCHAN, MEDICAL OFFICER OF HEALTH FOR
ST. HELENS.

PROVINCIAL URBAN CENTRES—LIVERPOOL AND MANCHESTER

Medical Relief of the Poor in St. Helens.

1. St. Helens is a town with a population estimated at 92,100 at the middle of 1906. The population is almost entirely working class, the men being employed largely in the glass trade—glass making and bottle making—and to a less extent in the alkali works and in the coal mines. A large number of the workers are unskilled, and the average wage of these unskilled labourers is not above £1 per week.
2. The birth rate of St. Helens is one of the highest in England and Wales, and has averaged 37·5 per 1,000 of the population during the past ten years. The families are therefore large, the average number of persons per house being 5·58 at the census of 1901, but among the labouring class a fair average would seem to be at least four children in each family, or a family of six.
3. St. Helens forms part of the area included under the jurisdiction of the Prescot Board of Guardians, who have appointed three district medical officers for the area of the borough. There are in all twenty-three medical practitioners practising medicine in St. Helens, or one to every 4,000 of the population.
4. There are two hospitals in the borough—the St. Helens Hospital, with 100 beds, and the Providence Free Hospital, with forty beds—but into neither of these hospitals can a person be admitted without being certified by a medical practitioner, and when admitted he must provide, even in the free hospital, his own medical attendants at his own expense. There are no free public dispensaries in the town. So that in St. Helens, a town approaching 100,000 inhabitants, there is no provision whatever for free medical attendance on the non-parochial poor, unless they are able to appeal to the generosity of the individual medical practitioner. There is a small ladies' charity in the town, for providing for women in childbed, which does good work, but it is not large. The distance of St. Helens from other towns quite prevents the people from taking advantage of any of the medical charities there.
5. There are some family sick clubs for medical aid, but the works medical clubs usually deal with illness in the workmen only, or with accident cases alone. It thus happens that when sickness occurs in a family of the labouring class, medical aid is only obtained for them from the private medical practitioner, at the rate charged to private patients, and although these rates are by no means high, the majority of the labouring class are not able to afford it. Indeed, the majority of them have considerable bills owing to the medical practitioner, and will probably never pay them. It also logically follows that many cases of illness in this class are unattended by medical men, and this has caused St. Helens to become notorious on account of the high rate of "uncertified deaths," 1 in 18 to 22 persons dying in St. Helens each year without ever having seen a medical man, or afterwards having had an inquest held by the coroner. The Registrar-General in his Report for 1904 draws attention to the uncertified deaths in Gateshead, Warrington, St. Helens and South Shields, and states:—"Why these places should as a rule find themselves so situated is a matter to which attention should be directed." I have made special enquiry into the uncertified deaths for 1905, and have tabulated them as follows:—

APPENDIX No. XXXIV.—*Continued.*

Disease.	Months.			Years.							Total.
	0-3	3-6	6-12	1-15	10-15	25-35	35-45	45-55	55-65	Over 65.	
Congenital debility -	29	-	-	-	-	-	-	-	-	-	29
Convulsions - -	4	6	-	4	-	-	-	-	-	-	14
Irritation of stomach -	-	1	-	1	-	-	-	-	-	-	2
Measles - - -	-	-	1	-	-	-	-	-	-	-	1
Whooping cough -	-	-	1	-	-	-	-	-	-	-	1
Teething - - -	-	-	-	1	-	-	-	-	-	-	1
Pemphigus- - -	1	-	-	-	-	-	-	-	-	-	1
Heart disease - -	-	-	-	-	-	1	1	-	1	-	3
Bronchitis - - -	-	-	1	-	-	-	1	-	2	-	4
Pneumonia - - -	-	-	-	-	-	-	-	1	-	-	1
Epilepsy - - -	-	-	-	-	-	1	2	-	-	-	3
Apoplexy - - -	-	-	-	-	-	-	1	-	1	-	2
Colic - - - -	-	-	-	-	-	-	1	-	-	-	1
Rupture - - - -	-	-	-	-	-	-	-	-	-	1	1
Septicæmia - - -	-	-	-	-	1	-	-	-	-	-	1
Senile decay - -	-	-	-	-	-	-	-	-	-	2	2
Totals - - -	34	7	3	6	1	2	6	1	4	3	67

Total number of deaths in Borough, 1,542.

6. Regarding the proportion of uncertified deaths to the whole deaths at various ages in 1905, the following results are interesting:—

Age.	Total number of Deaths.	Deaths uncertified.	Proportion.
<i>Infancy—</i>			
Under 1 year -	430	44	10·2
<i>Childhood—</i>			
1 to 15 years -	249	7	2·8
<i>Working Life—</i>			
15 to 55 years -	390	9	2·3
<i>Old Age—</i>			
Over 55 years -	359	7	1·9

7. It would therefore seem that the infants suffer most from want of medical care, and that in old age there are fewest uncertified deaths—possibly because then the services of the Poor Law Medical Officer is available.

8. In my work as medical officer of health and medical officer to the education committee, I am constantly meeting with cases of illness among the poor not on the poor roll, who are unattended by medical men, and who require such medical attendance. Besides the danger to such cases themselves, there is a larger danger to public health, from the possible non-recognition of cases of infectious disease, and in my own experience this danger is frequently a very real one. Measles, for instance, among the poor is never medically attended, and is only seen by a doctor when the case has taken some serious complication. This gives rise to the great difficulty in its control, and to the high death rate it causes. It is not only the erroneous idea of the people that measles is a minor disease, but it is also their poverty that prevents them calling in medical attendance sufficiently early.

9. During the past six months I have had reported to me all the cases of school children whose absence from school has not been certified by medical men. These cases number nearly 2,000, and while many of them are cases of neglect (including dirty and verminous conditions), anumps, ringworm and lesser ailments, yet there have been

a notable proportion of cases that urgently require medical treatment. As examples of this may be mentioned cases of pneumonia, bronchitis, phthisis, enteric fever, scarlet fever, epilepsy, chorea, septicæmia, otitis media purulenta, phlyctenular conjunctivitis, and many other similar conditions, and when one tries to find medical treatment for these cases, one is faced with a very serious difficulty which cannot in many cases be adequately met on account of the poverty of the parents. In this work also, I have found many remediable conditions among children, causing them great pain and handicapping them severely in their education, though not preventing their school attendance, and in a large number of these cases the poverty of the parents has prevented them from seeking the necessary medical help. As examples of this class of case are those due to eye defects, such as myopia, hypermetropia, and astigmatism. I had recently brought under my notice, a bright intelligent school boy, who was suffering from myopia, which was causing him great pain, but when I endeavoured to have his eyesight remedied, I found he was one of a family of six, the only support of which was the father, who was earning only 17s. 5d. per week. There are many similar eye cases, while ear defects, morbid conditions of the throat and nose, all continue to exist untreated among the poor.

10. The sanitary authority of St. Helens has for some time past been endeavouring to deal with phthisis, and in this work, isolation and sanatorium treatment forms an essential part. At the same time the Prescot Board of Guardians have been dealing with this disease among the poor, but they have really failed to touch the essential point in the whole question. All that the Board have done has been to provide a home for the late cases of phthisis, who have become so poor as to be willing to enter the workhouse. The guardians have left alone cases, many of which will almost certainly gravitate to the workhouse at a later date, but who, so long as they are able to earn anything at all, will not apply to the relieving officer. The St. Helens Sanitary Authority has attempted to provide isolation for phthisis cases in order that they may be educated in the hygiene of the disease, and in order to prevent the spread of infection from those cases with which the guardians were unable to deal. The objections that have been taken to this work have been largely from the point of view of the overlapping of the work. But my experience of this work has shown me that the guardians, as at present constituted, cannot deal with it effectively. It has been a frequent experience to find cases who had refused to go to the workhouse sanatorium, willing and ready to go to the accommodation

APPENDIX No. XXXV.

STATEMENT OF EVIDENCE HANDED IN BY DR. WILLIAM CARTER, LIVERPOOL.

PROVINCIAL URBAN CENTRES—LIVERPOOL AND MANCHESTER.

1. The opinions that I offer to the Commission and any evidence that I can give, are derived from my experience for many years (a) as Honorary Physician to the Liverpool Royal Southern Hospital; (b) as Honorary Medical Officer for four years (previously to my appointment as Physician to the Southern Hospital) to the North Dispensary, Liverpool; and to my having on many occasions visited the homes of very many of the poor in conjunction with Sir Henry Littlejohn with the view of advising the Corporation as to their (the homes) demolition or alteration on sanitary grounds.

2. The Royal Southern Hospital is situated in a poor neighbourhood, near the Southern Docks. In 1905 there were treated in it 2,628 in—and 11,620 out-patients. It has 207 beds, all of which are generally occupied. Owing to its proximity to the docks and to its being the hospital in connection with the Liverpool School of Tropical Medicine it always has a number of sailors, British and foreign, under treatment, many of them suffering from various forms of tropical disease. There were 144 of these tropical cases in 1905.

3. The class of patients received can be told by running the eye down the columns in the registers devoted to "occupation." Labourer, seaman, quarryman, servant, cab-proprietor, steward, grocer's assistant, painter, missionary, quarter-master, fireman, joiner, warehouseman, chemical worker, fitter, plate-layer, carter, pointsman, watchman, lamp-trimmer, bottler, clerk, and the wives and children of such form by far the largest proportion of those admitted, all of them being above the class provided for by the Poor Law, but few if any being able to bear the financial strain of illness at their own homes. The diseases are as various as the occupations, but, unlike what is often found in manufacturing towns, very few indeed are due to any special kinds of employment.

4. The admission is by subscribers' notes, except in cases of very acute disease or of accident, when no such notes are required. There is no organised system of enquiry into the means of those who apply, but if there is a suspicion that they could pay for medical or surgical advice at their own homes, their admission is delayed to enable this enquiry to be undertaken. It might be advantageous perhaps to have an enquiry officer for every hospital, though my belief is from long observation of those received into the Royal Southern Hospital, that there is very little abuse of the charity. The inmates of the tropical diseases' ward (which is supported by a special fund and subscription list of shipowners and merchants) may be of any class. This ward contains twelve beds. A ward containing nine beds is devoted to the treatment of female patients, who can pay two guineas weekly. This charge is inclusive of everything. It is of great advantage to those, who though not poor, could not bear the expense of operation

or prolonged medical treatment in their homes. There is a children's ward containing twenty-two beds. Of the remaining beds ninety-five are for male and seventy-six for female patients.

5. Should hospitals be maintained from the rates? I think not, for the following reasons: (1) The stream of benevolence which now flows into them to the great advantage of the givers as well as the recipients would be checked; (2) the healthy emulation at present existing between the different institutions would also be checked, greatly, as I venture to think, to the disadvantage of the city. Moreover, if all existing hospitals were supported from the rates to-day I presume that there would be nothing to prevent private individuals starting others on voluntary aid to-morrow; (3) of late years a great and growing interest has been manifested by working men, whose contributions through the Hospital Saturday Fund have increased from £103 18s. 10d. in 1871 to £9,063 14s. 10d. in 1905 (or nearly £3,000 more than that which was contributed from the Hospital Sunday Fund in the latter year). Each hospital committee has a working man member representing the Hospital Saturday Fund. To stop or diminish the working men's interest in the medical charities would be in every respect unfortunate.

6. Whether it would be advantageous or otherwise to place all hospitals under one central governing body in each large town is perhaps more open to consideration, though I think the balance of evidence is against such central control. There is at present frequent inter-communication between the several committees through the medium of their presidents or superintendents, and I am inclined to think that more benefit is thus obtained than would be gained by any attempt at forced combination.

7. Our expenses are controlled by a special board—termed the Board of Economy—the members of which meet once weekly and scrutinise all accounts and expenditure, which must be submitted to them before being passed.

8. The committee is composed of gentlemen of the highest standing, and all of them remarkable for their wide and accurate business knowledge.

9. Generally speaking the other hospitals and charitable institutions are managed on the same lines as the Royal Southern Hospital.

10. I append a list of these kindly furnished to me by Mr. Grisewood, secretary to the Charity Organisation Society (See Appendix No. XXXV. (A.)).

11. Not a few of the cases admitted are due directly or remotely to the abuse of alcohol; but outside the tropical cases, no other cause of disease than alcohol has special prominence.

APPENDIX No. XXXV. (A.).

Handed in by Dr. William Carter, Liverpool.

STATEMENT OF IN-PATIENTS AND OUT-PATIENTS OF LIVERPOOL MEDICAL CHARITIES FOR THE YEAR 1905 *

1905.	In-patients.	Out-patients.	Remarks.
Royal Infirmary - - - - -	3,769	20,803	
Do. Convalescent Patients' Fund - - -			
Royal Southern Hospital - - - - -	2,628	11,620	
Do. Convalescent Patients' Fund - - -			
Do. Ambulance Fund - - - - -	2,398	14,045	
David Lewis Northern Hospital - - -			
Do. Convalescent Patients' Fund - - -	—	60,257	
Do. Ambulance Fund - - - - -			
Dispensaries—North, South, and East - - -	309	12,489	
Infirmary for Children - - - - -			
Do. Convalescent Patients' Fund - - -	—	(a) 341	(a) Number of families attended.
Training School and Home for Nurses, Dover St. -			
Queen Victoria District Nursing Association - -	—	8,394	
Do. Nurses for Schools - - - - -			
Do. Staff Benevolent and Pension Fund - - -	322	1,847	
Ladies' Charity and Lying-in Hospital - - -			
Hospital for Women, Shaw Street - - - - -	818	2,660	
Medical Missionary Society - - - - -	—	10,299	
Stanley Hospital - - - - -	1,434	8,547	
Consumption Hospital, Mount Pleasant - - -	174	1,910	
Do. Sanatorium, Delamere Forest - - -	183	—	
Eye and Ear Infirmary, Myrtle Street - - -	767	9,958	
St. Paul's Eye and Ear Hospital - - - - -	709	9,287	(b) Number of out-patients not stated. Number attendances, 90,653.
Hahnemann Hospital and Dispensary - - - -	507	(b) —	
Hospital for Cancer and Skin Diseases, Myrtle St.	167	4,401	
St. George's Hospital for Skin Diseases - - -	—	1,958	
Dental Hospital, Mount Pleasant - - - - -	—	23,370	
Samaritan Hospital for Women, St. James' Place -	155	1,065	
Convalescent Institution, Woolton - - - - -	2,732	—	
Convalescent Home, New Brighton - - - - -	1,013	—	
Children's Convalescent Home, West Kirby - - -	1,227	—	
Totals - - - - -	19,312	203,251	

* For particulars as to Income and Expenditure of Liverpool Medical Charities see Papers handed in by Mr. W. Grisewood (App. No. III. (B.)).

APPENDIX No. XXXVI.

STATEMENT OF EVIDENCE BY MR. W. CROSFIELD, J.P., VICE-CHAIRMAN, LIVERPOOL BOARD OF GUARDIANS.

PROVINCIAL URBAN CENTRES—LIVERPOOL AND MANCHESTER.

Relief.

1. The subject of relief presents many difficulties owing to local circumstances and the geographical position of the parish of Liverpool.
2. The old borough of Liverpool, as it existed prior to the extension of the boundaries in 1834 constitutes the area over which the select vestry exercises authority, but is surrounded on the north and east by the West Derby Union and on the south by Toxteth, while the chief outlet for labour is in the two latter unions, that portion of the population which owing to age is unfit for remunerative employment, still resides in the old parish.
3. It therefore results that the wage earners migrate to the outer districts and leave behind them a rapidly increasing proportion of needy poor while the total population is diminishing as the following figures show.

Paupers.	1875.	1883.	1904.
In - - - - -	2,276	2,870	3,840
Out - - - - -	2,656	2,514	1,983
	4,932	5,384	5,823
Schools - - - - -	754	934	285
Catholic Institutions	—	—	383

4. The population in the corresponding years being 238,000, 210,000, 146,000.
5. The small number of children shows that the growing families are not now found in the parish as in former years.

APPENDIX No. XXXVI.—*Continued.*

Located as follows :—	This week.	Last year.
Cottage Homes - - -	285	257
Leyfield - - - -	158	117
Fulwood - - - -	94	89
Greenfield - - - -	52	49
Pantasaph - - - -	32	35
Broad Green - - - -	47	38
	383	
	*668	585

Indoor and Out-Relief.

6. From the foregoing statement it is clear that both "out" and "in" relief are still necessary.

7. The aged need to be admitted to the house because any relatives who might be able to find a home for them are living at a distance nearer their work; those who have suffered from accident or weakness, because they cannot be attended to where they have previously lived, their relatives having moved away also following their work. Again there are unmarried men whose only home is in a lodging house, the deserted residences in the old parish are largely utilised for this purpose.

8. Out-relief must be maintained for the benefit of young widows with children of school age, who can do something for themselves and their families by way of keeping a home together, with assistance.

9. The increased number of "ins" no doubt arises from the reputation which the hospital has for skilled medical attendance and the high character of the nursing. The numbers in the house are swelled by reason of the increased comforts which are given (including tobacco for the men) whereby the inmates can be sure of a "snug harbour," particularly during the winter months.

Heswell Sanatorium.

10. The experiment of the parochial treatment of tuberculosis being untried prior to the erection of the institution at Heswell, it had of necessity to be undertaken by neighbouring boards so that the scale upon which it was carried out would be more likely to lead to satisfactory results.

11. Considering the difficulties which had to be faced, the expectations have to a large extent been realised, notwithstanding the severe criticism by which it was attacked. The superintendence of a joint board of management has removed the opportunity of supervision beyond the reach of the bodies who had to provide the money, except on the annual occasion when the delegated members have to be re-elected; this inevitably led to friction and the hands of the committee of management were needlessly tied.

12. Apart from these drawbacks the work has gone on smoothly, and considering the character and condition of the patients, the results have been encouraging.

Separate Schools for Catholic Children.

13. The chief benefit which results from the boarding-out of the Catholic children is on the ground of improved discipline and the religious training which is more satisfactorily carried out by those who are exclusively of the same faith as the children under their continuous care.

14. On the question of cost it is not easy to make a comparison, as the machinery at the cottage homes is still too new to enable one to say what the cost will be if and when the whole estate is used for the accommodation of children.

Underfed Children—Local Government Board's Order.

15. The Select Vestry has not adopted the Board's Order on this subject as the necessity has not arisen. Where school managers have been called upon to give meals to school children, it has been done only for those in direct need, and then by voluntary effort and organisation

* Including 21 children chargeable to Wigan Union, and children chargeable to Stepney Union.

through the head teachers—and under these elements of sympathetic treatment it has been found that it was not required for a prolonged period.

16. The opinion prevails that the introduction of children to a parish system of outdoor relief has always disastrous results, and should at all costs be avoided.

Branch Workhouses.

Located as follows :—	This week.	Last year.
Brownlow Hill - - -	2,074	2,664
Kirkdale - - - -	783	798
Luton Street - - -	260	270
Mitford Street - - -	72	74
Dingle Mount - - -	85	86
Grove Mount - - -	57	55
Maghull - - - -	52	54
Belmont Road - - -	136	128
Highfield House - - -	61	59
" Infirmary - - -	466	—
	4,064	4,188

17. Owing to the character of the accommodation in the main workhouse at Brownlow Hill, and the hope, always existing, that the pressure on the wards would in long cease, temporary premises at Luton Street for old men, and at Mitford Street for old women were secured. The building hitherto utilised for the schools having been adapted will shortly be ready for the old men, and Luton Street will be no longer required.

18. Dingle Mount is a large dwelling-house occupied by female epileptics.

19. Maghull—a large country house on an agricultural estate also for epileptic boys.

20. Grove Mount in the country for sickly babies.

21. Highfield—a new set of buildings recently completed—to relieve the male infirmary. Belmont Road was built at the joint cost of Liverpool and West Derby, for use as tramp sheds.

22. In each case the inmates for whom these branches are provided are better and more easily managed than they could be in a large central workhouse.

23. As regards the tramps, owing to the position of the sheds at Belmont Road, they are intercepted before they reach the parish, being thus saved a long tramp, and they are sooner got rid of by having only one shed instead of passing from one to another.

Local Government Board Interference and Oversight.

24. There has always been the feeling on the Select Vestry that the restrictive rules necessary to control rural boards and the smaller urban boards of the country—and also the delays and minute central criticism of the Local Government Board are unnecessary in the case of so large a union as Liverpool composed to such an extent of men of business experience, who are spending the money contributed within a limited area by ratepayers having one similar interest.

"Settlement" by a Central Clearing House.

25. The serious expense which is involved in the removal of paupers and the decision of questions of settlement, particularly when a firm of solicitors act as clerk to the guardians, or when the clerk is paid by fees, suggests that a Department of the Local Government Board should act as an umpire between contesting unions by a system of Clearing House deciding the claims on an equitable basis.

26. The adjoining unions of Liverpool and West Derby have for many years carried on a system of interchange which has given satisfaction to both the contracting parties.

APPENDIX No. XXXVII.

STATEMENT OF EVIDENCE BY MR. JOSEPH DEWSNUP, SUPERINTENDENT RELIEVING OFFICER, MANCHESTER.

PROVINCIAL URBAN CENTRES—LIVERPOOL AND MANCHESTER.

Duties of Superintendent Relieving Officer.

1. My duties are to attend all meetings of the relief committees of the guardians, and enter in the relief order check book, all orders made by the chairman of committee in the application and report books of the relieving officers.

2. To exercise supervision over the relief departments, and see that all legal orders made by the guardians are carried out according to their instructions by the officers.

3. To take proceedings under the direction of the clerk to the guardians, against persons who are of ability, and liable for the maintenance of their relatives chargeable to the rates. And in the same manner to take proceedings under the Vagrant Acts, against defaulting husbands and parents, whose families are chargeable to the township. And to observe and execute all lawful orders of the guardians.

Guardians' Methods of dealing with applications for Relief.

4. For relief purposes, the township is divided into three districts, and the guardians into three portions, each portion being appointed to one of the respective districts, but—with one or two exceptions—the whole of the guardians are competent to act upon any or all of the districts if required.

5. In their administrative functions the committees are guided by a set of Standing Orders, which have been in use for many years, and found to be well adapted for the production of uniformity in the general administration of relief within the township. In regard to the adoption of standing rules for the guidance of relief committees, I am fully assured that such rules are of much service when used with judgment, each case being dealt with upon its own merits and not upon harsh or unalterable lines, but with a disposition on the part of the dispenser of relief to do justice, upon sound lines, not extravagantly, or in haphazard fashion, for to dispense in such a form is injurious to the receiver of Poor Law relief, and unjust to those who have to pay the same.

6. I am therefore confident that a well thought out code of rules on lines similar to those framed by the guardians of the township of Manchester will be of much value to both guardians and their officers, in the discharge of their several duties, and will produce greater uniformity in the general administration of parish relief.

Method of applying Labour Test.

7. Able-bodied men with families are paid according to the labour test in operation at the time of application. See the supplemental regulations relating to the relief of able-bodied men, adopted by the guardians on July 14th, 1887, a copy of which is enclosed. The guardians also issued the following order dated the 24th November, 1904.

Resolved: 1. That until the 31st March next the scale of outdoor relief to able-bodied men, set to test work, and their families shall be as follows, namely—

For a man and his wife 6s. per week.

For each child under sixteen, 1s. per week.

And that in addition thereto the men be provided with dinner daily.

2. That the hours of labour shall be from 10 o'clock a.m. to 4 p.m. daily (with an interval of one hour for dinner), except on Monday, when the hours shall be from 11 o'clock a.m. to 4 p.m., and on Saturday from 10 a.m. to 12 o'clock noon.

8. The same order was re-enacted, November, 1905, and continued until March 31st, 1906. When the original scale and hours were re-adopted and continued in force until the closing of the labour yard.

9. The weekly amount of relief allowed to a man and his wife and four children under the resolution of 1904-5 would be 10s. divided into six daily portions of 8d. in money and 1s. in food, total 1s. 8d. per day, or 10s. per week. The task of work having been performed the applicant received from the relieving officer the portion of money and kind to which he is entitled for that day.

10. In addition to the test work required in the case of able-bodied men the guardians have also a form of test, applied in special cases of able-bodied women, with or without children, and infirm women who are not totally disabled. The test applied is either washing or scrubbing in the workhouse, New Bridge street, or relief department, not more than three days in each week. This test operates beneficially if firmly applied, the applicant being given to understand that idling will not be permitted, and, if persisted in, relief will be withdrawn and the workhouse substituted. Firmness in this matter is all-important, otherwise the test is useless as a deterrent, increasing rather than decreasing the difficulties of the situation.

11. The total number of applications received under this Order from the beginning of November, 1905, to the end of the half year ending March 24, 1906, was 1,165, representing 2,584 alleged underfed school children.

12. The largest number fed by the guardians in any one week, 190, at a cost of £10 9s. 6d. The total cost of feeding during the half year named was £127 10s. 3d.

13. There has not at any time since the preliminaries were settled by the guardians been much difficulty experienced in carrying out the provisions of the Order. And I think that the whole conduct of this matter by the guardians of this township, justifies me in the statement that under this Order or any similar Order, boards of guardians are the proper authorities to dispense such relief, and may be relied upon to do so with economy and efficiency.

14. Drink, improvidence, overcrowding, dirt, and squalor, which lower the moral tone of the people and are of prejudicial to thrift. All other causes outside of these named are but trifling agencies in the accomplishment of the moral, social and physical degradation of the masses of the people.

15. The following to my mind are some of the causes of the increased expenditure on poor relief during the past few years:—

1. The lowering of the rating qualifications for guardians.

2. The stagnation of trade following upon the close of the South African war.

3. The discharge of large numbers of men from the army into civil life.

4. The growing indisposition of Poor Law guardians to enforce the workhouse test, and a disposition to disburse more out-door relief.

16. To these may be added the growth of a sentiment opposed to the strict application of the deterrent side of the Poor Law, and the stringent regulations adopted by many boards of guardians during the last thirty years, in their administration of outdoor relief.

17. There has been little change in the yearly number of applications made during the last four years, the number applying during 1903 was 395; 1904, 412; 1905, 440, and 1906, 439. The number of warrants taken out in the years named were 122, 139, 139 and 112.

18. The apprehensions for the same years were 114, 132, 123, 158, a number of which may be attributed to the reward of £2 offered by the guardians for information leading to the arrest of those for whose apprehension warrants have been issued by the Justices.

19. Settlement and removal are in my opinion responsible for the squandering of a large amount of public moneys in litigation, travelling expenses and other items, without returning any adequate benefit for the moneys spent, and might with advantage to the State be abolished.

20. Ins and outs are a source of much perplexity and annoyance to Poor Law officers, giving a large amount of extra labour to those charged with their care, beside interfering to some extent with the discipline of large workhouses.

APPENDIX No. XXXVII.—*Continued.*

ns and outs. 21. I think that this evil might be modified very much if the guardians and masters of workhouses would more fully apply the powers of detention, which they already possess under the provisions of the Pauper Inmates Admission and Discharge Acts, but failing in this, I would increase the power of detention, in special cases to one, two, or even three months.

he social
tatus of
he Paupers
f to-day. 22. The social status, habits and instincts of the pauper class generally are much the same as they were twenty or thirty years ago; if anything, the disposition to depend upon the poor rates is more fully developed amongst the class named than it has been at any previous period.

he Work-
ouse Hos-
ital and its
elation to
auperism. 23. The improved up-to-date medical and surgical treatment, including nursing, now obtainable in our workhouse hospitals, has very largely removed the prejudice formerly entertained by the working classes against these institutions, which are freely entered by the sick when unable to obtain proper treatment at their own homes.

orders for
aintenance.
24. As to whether orders for the maintenance of parents should be obtainable direct from the Justices, apart

altogether from any action of the guardians, in my Orders for opinion there are many objections to action being maintenance taken direct by the parents in proceedings before the Justices. The time occupied in obtaining such orders, and the cost of preliminary proceedings, in the case of parents without means, would make such an Act prohibitive and therefore defeat the intentions of those who favour legislation in this direction.

25. I have not perceived that the Workmen's Com- The Work-
pensation Act has had any appreciable influence upon men's Com-
the pauperism of this township. The cry of "too old pension
at forty," is a mere pretext, made in many cases as an Act; its effect
excuse for idleness, drunkenness, and general incom- upon Pau-
petence on the part of numbers of the working classes. perism.

26. My opinions on this question were briefly expressed Housing and
in a short report made to my board, on the 28th January, its relation
1903, and appeared in my printed report of the work to Pauperism
of the relief department for the year ending March of
the same year. My opinions as therein expressed have
since been more fully confirmed.

APPENDIX No. XXXVII (A).

PROVINCIAL URBAN CENTRES, MANCHESTER.

Paper handed in by Mr. Joseph Dewson, Superintendent Relieving Officer.

Poor Law Offices,
New Bridge Street.
Manchester,
28th January, 1903.

To the Manchester Board of Guardians.

LADIES AND GENTLEMEN,—I beg to submit for your perusal the following report upon the relation between the demolition of house property and the living conditions of the poorer classes in the township of Manchester.

Demolition of house property on a large scale arises from three main causes, (1) railway extensions, (2) municipal and other improvements carried out under local Acts, and (3) sanitary reforms under the provisions of Parts I. and II. of the Housing of the Working Classes Act, 1890. In each of these cases the Local Government Board, by virtue of Parliamentary powers, insist upon the provision of new housing accommodation to such extent as they deem necessary as a substitute for the working class accommodation destroyed.

In some cases the new housing accommodation has been provided in the vicinity in which the demolition has taken place, but of late the tendency, so far as municipal authorities are concerned, has been to act upon the provisions of the Housing of the Working Classes Amendment Act, 1900,

which enables these authorities to acquire land outside of the area of their own jurisdiction for the purpose of erecting working men's dwellings.

Unfortunately, the people who become tenants of the new houses are by no means identical with those housed by the demolitions, the new dwellings provided being generally seized upon by tenants of a superior class to those for whom they were intended.

The poorest classes naturally cling to the central area of our large towns, because they find there their main opportunities of securing a livelihood, scanty and precarious as it may be. Even if this were not so, very many of them have little, if any, capability of appreciating the benefits to be derived from residence in a healthier neighbourhood and in much more convenient dwellings. On account of these conditions, the reductions in the number of dwellings caused by the demolition of cottage property in central urban districts, though apparently met by the erection of suburban dwellings, may cause an increased pressure upon the housing accommodation of the vicinity affected, and overcrowding, with all its demoralising and pauperising influences, becomes more intense, and the amount of pauperism in such districts is certainly not appreciably lessened.

APPENDIX No. XXXVIII.

STATEMENT OF EVIDENCE ON THE SUBJECT OF MEDICAL ASSISTANCE OF THE POOR, BY
JOHN EDWIN GOULD, M.D., LONDON, D.P.H., CANTAB., MEDICAL OFFICER OF HEALTH,
AND MEDICAL EXAMINER TO THE EDUCATION COMMITTEE, BOLTON.

PROVINCIAL URBAN CENTRES—LIVERPOOL AND MANCHESTER.

Personal Experience.

1. After qualifying at University College Hospital and obtaining the degree of Doctor of Medicine at London University, I became a resident medical officer at a consumption hospital (Victoria Park) in the East End of London, and afterwards assistant medical superintendent of Whitechapel Infirmary, so that I had over three years experience of Poor Law methods in this district.

2. I have since that been medical superintendent of the Sheffield Fever Hospitals with experience of a small-pox epidemic, medical officer of health of Chesterfield, and for the last ten years medical officer of health of Bolton, and had experience of smallpox epidemics in each of the last two towns. I have thus had eighteen years experience of public health and Poor Law work.

Vaccination Acts and Smallpox.

3. As far back as 1854 the president of the Poor Law Board expressed his doubts in the House of Commons "Whether it was a wise course to place vaccination in connection with the Poor Law in any way." Since that date sanitary authorities have been constituted, in whose hands all matters connected with sanitation and the prevention of disease have been placed.

4. At the present time the sanitary authorities have to control smallpox epidemics, and it seems an extraordinary thing that the means of prevention should not also be under their control. It has often been suggested that it should be transferred and most medical officers of health, would, I feel sure, welcome such an arrangement.

5. I have had experience of three epidemics of smallpox, and anyone who has to bear the burden knows that promptitude of action is of the highest importance. It is impossible to get the officials of any other authority to act as promptly as those under one's own control, and delay is thus occasioned. When smallpox is prevalent or threatened, the medical officer of health or his deputy is always in residence, and it is arranged to send notices of cases to his house when the office is closed, at any time of the day or night, Sundays or weekdays; and he is ready with his assistants to visit at once. As a matter of fact I discovered a good many cases in the common lodging houses here before any medical man was called in, and several were sent direct to my house by the police. However prompt the vaccination officer and public vaccinator may be after receiving notice they seldom care to trouble themselves after official hours, and this is much too tardy for modern sanitary methods. Again the private practitioner, whether public vaccinator or not, is generally very glad to get rid of a smallpox case, so that after notifying a case of "spots on the face"—for few have had experience of smallpox—the rest is left to the medical officer of health.

6. Both here and in Chesterfield I have found it necessary to revaccinate the contacts myself when the private medical attendant could not do it, and found it absolutely necessary in many instances in the common lodging houses where the tramp class abound, otherwise they would have escaped altogether while waiting for the public vaccinator. Moreover, with the law at his back, the medical officer of health has more power of persuasion, and as a proof that this method has been successful during the last epidemic, which lasted nearly two years, the vaccination of contacts was so successful there was not a single secondary case in any private house after notification was received by me.

7. It is well known that this disease is largely spread by tramps, and it will be seen that the more immediately they are brought under the control of the sanitary authority the better. From a sanitary point of view it would be much better if tramp wards were under the control of the police and if they were given some power of detention when necessary.

8. This control of revaccination would be urged even more strongly, I should think, by port sanitary authorities, and several towns have expressed strongly their opinion upon it.

9. Although the matter of primary vaccination may not be so urgent as revaccination at epidemic times, still even this is a purely sanitary measure, of which the medical officer of health should have frequent and complete information even in non-epidemic times. It seems to me an anomaly that the public vaccinators should work under the local supervision of a clerk of the guardians, instead of under a medical officer of health who has had special scientific training and experience in this work, and who has to concern himself with anything that affects or is likely to affect the health of the inhabitants. The work of revaccination, especially in epidemic periods could be done more economically by the sanitary authority.

Ordinary Infectious Diseases and Medical Relief.

10. By Section 131 of the Public Health Act, 1875, the sanitary authority may provide hospitals for the sick and by Section 133 may provide a temporary supply of medicine and medical assistance. This power has been interpreted to mean the provision of hospital accommodation for dangerous infectious disease, in order to prevent the spread of the disease. Very few authorities have ever attempted to charge for this, which they can do by the Act, and pauper patients are now admitted as well as others.

11. It is well known that smallpox is the only disease that it is absolutely necessary to isolate, and that all other diseases can be effectually isolated at home if there is accommodation. The working classes, however, not being able to bear the expense of a nurse, are only too willing to send their children to the hospitals provided by the sanitary authority, and save the expense.

12. In London and other large towns cases of enteric and diphtheria are sometimes admitted to general hospitals and workhouse infirmaries, but in the Lancashire towns both institutions refuse these cases, so that whether pauper or otherwise such cases as need isolation have to be admitted to the hospital provided by the sanitary authority, and no charge is made either to the parents or to the guardians.

13. In Bolton there is compulsory notification of phthisis, and the sanitary authority has recently provided four beds in a sanatorium for consumptives; several of those admitted were in receipt of parish relief. We also provide diphtheria antitoxin for those who cannot afford to pay for it.

14. It will be admitted, therefore, that a considerable amount of medical relief is already provided by the sanitary authority. It is being added to year by year. In my opinion, it is the proper authority to deal with such matters, and I do not know any other authority to which it could be transferred.

Infantile Mortality, etc.

15. Until cowkeepers can be persuaded or compelled to provide pure, clean, and bacteria-free milk to the public, milk depots will be useful places to help in the reduction of high infantile mortality, for at present it is impossible to educate mothers sufficiently to counteract the effects of insanitary conditions.

16. It seems to me that as the sanitary authority has already controlling powers over milk and other foods, cowkeepers and diseased animals, that they are the authority to have any extended powers.

17. *Underfed Children are Slum Children* in my experience; they are also the defective children, and the dirty children, and the criminal children. The sanitary inspectors and attendance officers who make regular and

APPENDIX No. XXXVIII.—*Continued.*

systematic inspections have special knowledge of these children. Those I refer to are not improperly fed but without sufficient food of any sort. In Bolton a considerable amount of investigation and enquiry has taken place and both teachers and missionaries of philanthropic bodies assure me that there is a considerable number of genuine cases. In one year as many as 122,569 dinners were supplied to necessitous children, the average per annum is about 14,336, and the underfed children about 600.

Poor Law Medical Officers and Medical Relief.

18. Poor Law medical officers and public vaccinators are usually general practitioners in private practice. It can hardly be expected that they can allow their poor patients to have priority over their private patients, especially as the better classes avoid the pauper class as much as possible.

19. I think it would be an advantage and more economical to have medical officers who devote their whole time to these duties which might be combined with others, and seeing how much medical relief is already given by the sanitary authority, it would effect a double improvement if the office of Poor Law medical officer and public vaccinator were combined and they became officials of the sanitary authority.

20. It would act beneficially in the patients in this respect, that those who now seek the advice of cheap doctors, who rarely give proper attention to the patients, would have no hesitation in seeking the advice of the State medical officer when there was no stigma of pauperism attached.

Poor Law Relief, Voluntary Relief and Co-operation.

21. I am frequently brought into contact with the officers and the missionaries of philanthropic bodies, and have consulted the latter again recently before forwarding this memorandum. It is the unanimous opinion that destitute persons will not seek Poor Law relief if they can possibly help it, owing to the stigma that must ever after rest upon them, and the ordeal of questions and exposure of their private affairs. They tell me that the

most deserving persons don't apply at all and are relieved by the philanthropic bodies, and they say that the stigma of pauperism is never removed. That certainly has always been my opinion.

22. Cases are often reported to me where destitution arises from the sickness, and where the person refuses to go to the workhouse hospital. Recently letters have appeared in the local papers in which it is said "A pauper is deprived of his citizenship, and is made to feel that he occupies a position less honourable than his fellow men." A hope is expressed that the provision of dinners for necessitous children will not be carried out by the Poor Law authorities. These gentlemen tell me that one of their great aims is to prevent people having to seek parish relief; and they are also of opinion that the more kindly treatment of tramps would be likely to save many from taking a step downwards and becoming a burden on the public.

23. There are various agencies besides those in connection with places of worship now in operation in this borough, and one of their aimed objects is to prevent deserving destitute persons from seeking parish relief. I have interviewed the secretaries and missionaries in each case, and they say at least 60 per cent. will not apply for Poor Law relief, and many of these cases have to be sought out. It is not possible to reform the Poor Law so as to take away the stigma.

24. Money has been left in Bolton to be given out to persons who have never had Poor Law relief. The chief philanthropic societies in Bolton are:—

1. *Poor Protection Society*.—Relieves 500 families per year and has relieved as many as 1,172.
2. *Queen Street Mission*.—In connection with which there is a common lodging house, home for girls and women, and labour yard. They provide annually 14,000 dinners and 820 pairs of clogs.
3. Police Court Missioner, who assists and advises.
4. Guild of Help established about one year, who make enquiries and investigations. In their first year they investigated 600 cases.
5. Church Army Home and labour yard.

APPENDIX No. XXXIX

STATEMENT OF EVIDENCE BY MR. H. J. HAGGER, CLERK TO THE SELECT VESTRY OF LIVERPOOL.

PROVINCIAL URBAN CENTRES—LIVERPOOL AND MANCHESTER.

1. The administration of the Poor Law in the parish is in the hands of the "Select Vestry" a body constituted by a local Act (5 and 6 Vict. cap. 42).

General scope of the Act and its bearing upon the relations between the local authority and the Local Government Board.

2. The workhouse of the parish, a comparatively old building, in which satisfactory classification is impossible. Expedients resorted to for securing some degree of classification—by placing special classes of inmates in

separate houses (branch workhouses) of which there are at present six.

3. Arrangements with neighbouring unions by which removals as between one district and another are dispensed with; by which all vagrants who would otherwise be relieved by Liverpool are dealt with by the West Derby guardians.

4. The existing system of Poor Law administration is, upon the whole, satisfactory.

APPENDIX No. XL.

**STATEMENT OF EVIDENCE BY MR. SAMUEL HILL, J.P., LATE CHAIRMAN OF THE
SALFORD BOARD OF GUARDIANS.**

PROVINCIAL URBAN CENTRES—LIVERPOOL AND MANCHESTER.

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| <p>Policy as to Out-Relief and Indoor Relief.</p> <p>Aged deserving Poor.</p> <p>Able-bodied Poor.</p> | <p>1. I advocate the granting of adequate outdoor relief to widows with children, especially during the first six months of their widowhood, to the aged deserving poor, and also in times of exceptional distress to the able-bodied poor, but without the application of a labour test, and then only for a very short period.</p> <p>2. As regards the granting of out-relief to the aged deserving poor, there is a diversity of opinion, but I contend that where there are relations or friends with whom they can reside, and who will promise to look after them, out-relief is preferable.</p> <p>3. The application of a labour test in the cases of the able-bodied poor who apply for relief is a very difficult problem, because whilst it would be a very laborious task for a clerk to break stones (this being the most common test) it might be only a very slight one for a labourer or navvy, and as these cases, as a rule, only occur in isolated ones, set tests of any particular kind are out of the question.</p> <p>4. In all other cases I strongly recommend the granting of indoor relief.</p> | <p>5. My union could not see their way to join in such an expensive scheme, which is practically only in its infancy, as they felt that a certain amount of consideration was due to the already overburdened ratepayers, and at the same time were of opinion that the treatment received by these cases at their own hospital was quite sufficient.</p> <p>6. I am strongly in favour of classification in institutions and by institutions where the present ones cannot be properly adapted for such classification.</p> <p>7. This is a subject which requires very grave consideration, as I am afraid that the detention of an unmarried mother against her will would be greatly in disfavour with English people; still, I feel quite sure that it would be better both for mother and child if they were detained, say, for three months in order to give the mother time to recover from the effects of her pregnancy and enable the child to become sufficiently strong.</p> <p>8. As regards the permanent detention of women with more than two illegitimate children, I quite agree, because such cases are either of women of vicious habits, or else they are feeble-minded.</p> |
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APPENDIX No. XLI.

**STATEMENT OF EVIDENCE BY MR. DAVID Q. HENRIQUES, VICE-PRESIDENT BOARD
OF GUARDIANS FOR THE RELIEF OF THE JEWISH POOR OF MANCHESTER.
MEMBER OF THE DISTRESS COMMITTEE OF THE CITY OF MANCHESTER.**

PROVINCIAL URBAN CENTRES—LIVERPOOL AND MANCHESTER.

This board of guardians relieves necessitous cases throughout this district, no distinction being made between Manchester and Salford and the near suburbs.

2. There are practically no Jewish cases on the rates and subscriptions of £100 from the Manchester Board of Guardians, £25 from the Salford Board of Guardians and £60 from the Prestwich Board of Guardians are annually received.

3. Medical relief is furnished by this board.

4. One of the most interesting features of this charity is the loan committee, a committee administering various small sums, which are lent out to selected applicants, who are able to furnish two guarantors. I beg to enclose herewith copy of the rules and regulations re these loans and would refer you specially to the report of the loan committee for the year 1905-6 (See Appendix No. XLI. (A.) in which full particulars are given and from which you will gather that on a turnover for the year ending March, 1906, of £1,964 12s. 6d., £8 9s. was written off for bad debts. It will also be interesting to note that during the thirty-one years this fund has been in existence on a turnover of £68,530 15s., only twenty-four applicants out of 6,456 have been declined. The total loss from bad debts during this period amounts to £174 5s. 6d., or about one quarter per cent. on the total sum lent.

5. I am enclosing also a copy of the bye-laws, together with rules and regulations of the loan department and would refer you to pages 12 and 13, in which the objects,

as well as the regulations of this department are set forth (See App. No. XLI (B.)).

6. As regards the question of the non-Jewish unemployed, it is useless to shut one's eyes to the fact that whether trade be good or bad—and even in the very best of times—there will be always a very large body of unemployed. I am of opinion that the first step in dealing with them would be to examine them medically and thence to classify them into various sections, as so many are quite unfit for hard manual labour.

7. A feature which is very noticeable is that when once men, who for many years have been in regular employment get out of work, they often drift into the class of the chronic unemployed. I am particularly struck by the fact that among the unemployed there are a number of men, who are ready and willing to work by fits and starts, but who find it physically impossible to submit themselves to the discipline of regular work. The idea of having to reach work at a given time and to leave off at a given time, seems to be more than their strength of mind can undertake. I am almost inclined to think that a modified form of conscription, which would oblige youths from the age of fifteen or upwards to submit for some time to rigid discipline, would have a great effect on the national character.

8. I believe, that the want of discipline, which is patent everywhere, is the cause of a great deal of unemployment.

9. I am of opinion that most of the land schemes, which are now under discussion, are likely to be futile.

APPENDIX No. XLI (A).

Handled in by Mr. Henriques.

THIRTY-NINTH REPORT OF BOARD OF GUARDIANS FOR THE RELIEF OF THE JEWISH POOR OF MANCHESTER, 1905-6.

LOAN COMMITTEE'S REPORT.

Six hundred and fifty-five loans for £3,626 have been granted, being an increase of forty-four in number and £17 in amount over the preceding year. As the object of the fund is to help the small trader and mechanic, the result of the year's operations must be considered very satisfactory. Of the sum lent during the year, £1,964 12s. 6d. (54½ per cent.) has been repaid; the number of individual repayments being 17,358, and increase of 2,108 over the previous year. The sum of £8 9s. was at the end of the year written on for bad debts. The amount due by borrowers at the end of the year is £1,667 17s. 6d., of which the sum of £6 10s. is the balance of loans granted in 1904-5, and there are no loans outstanding before that year. Only two applications were refused.

During the thirty one years that this fund has been in existence a sum of £68,530 15s. has been lent, and from 1894 (when a record was commenced of applications refused) only twenty-four applications out of 6,456 have been declined. The total loss from bad debts during thirty-one years is only £174 15s. 6d., equivalent to a loss of about one-quarter per cent. on the total sum lent.

One hundred and ninety-six recipients of loans have contributed the sum of £28 1s. in small donations during the year to the relief department, making a total of £546 2s. 6d. given in this manner. There is no doubt that but for the depauperising work in which the com-

mittee are engaged, a larger number of poor would be thrown upon the relief branch of the board.

The phenomenally small amount of bad debts made while undoubtedly testifying to the honesty and perseverance of those who have sought the help of this committee, points conclusively to the efficiency with which the work is performed by the staff under the guidance of Mr. I. A. Isaacs, who has been mainly instrumental in bringing about the success which has resulted.

Many of the older contributors to the funds are being gradually removed by the hand of death, and their places are not being filled to any appreciable extent by the newer generation. This is a matter of deep concern to the committee, whose expenditure exceeds the fixed income, by about £100 a year. If the success of the department is to be maintained, the community must largely increase their financial support.

LOANS' STATISTICS.		£	s.	d.
April 1st, 1905—Due by borrowers	-	1,578	2	6
655 Loans, 1905 to 1906	-	3,626	0	0
		5,204	2	6
Repaid	-	£3,527	16	0
Marked off as bad	-	8	9	0
		3,536	5	0
Balance due by Borrowers, April 1st, 1906	-	1,667	17	6

—	No. of Loans Granted.	Amount.	Repaid on Loans.	Remaining due.	Bad Debts.	Cases Refused.	Amount.
		£ s. d.	£ s. d.	£ s. d.	£ s. d.		£ s. d.
1905-1906 - -	655	3,626 0 0	3,527 16 0	1,667 17 6	8 9 0	2	3 0 0
1904-1905 - -	611	3,400 0 0	3,577 17 0	1,578 2 6	12 6 0	5	40 0 0
1903-1904 - -	592	3,770 0 0	4,027 1 0	1,559 5 6	14 15 0	5	14 0 0
1902-1903 - -	613	4,177 0 0	4,175 3 3	1,816 16 6	7 19 9	7	57 0 0
1901-1902 - -	588	4,039 0 0	4,010 1 2	1,822 19 6	10 18 0	1	5 0 0

Loans of	£1.	£2.	£3.	£4.	£5.	£6.	£7.	£8.	£10.	£12.	£15.	£20.
1905-1906 - -	24	133	76	50	168	41	3	29	94	7	11	19
1904-1905 - -	36	111	66	31	153	37	3	30	93	8	21	22
1903-1904 - -	14	85	51	46	140	50	14	33	113	11	15	20
1902-1903 - -	17	71	52	36	155	43	14	38	126	9	25	27
1901-1902 - -	14	69	53	42	149	44	11	27	111	9	28	31

LIST OF ARREARS OF LOANS, MARCH 31ST, 1906.
(£3,626 granted during the year.)

No.	Arrears due.
8 Loans of £1	- £1 4 6
43 "	2 - 6 15 6
24 "	3 - 4 1 0
12 "	4 - 1 8 0
50 "	5 - 16 17 0
15 "	6 - 3 18 0
2 "	7 - 0 7 0
10 "	8 - 3 18 0
27 "	10 - 8 3 6
2 "	12 - 0 12 0
1 "	15 - 0 15 0
4 "	20 - 8 0 0
Total 198	£55 19 6

The amount due by borrowers, April 1st, 1906, is made up as follows:

Due on loans granted, 1905-1906	-	£1,661	7	6
" " " 1904-1905	-	6	10	0
		£1,667	17	6

Marked off as bad debts during the year - £8 9 0

There are no outstanding loans of those granted previous to 1904-5.

Total sum advanced in loans since establishment of loan fund, 1875 - £68,530 15 0

Total loss from bad debts, 1875 to 1906 (thirty-one years) - 174 15 6

Number of repayments during the year—17,358.

Number of present borrowers on books—517.

One hundred and ninety-six recipients of loans have given £28 1s. in donations to the relief department during 1905-1906, making a total amount of £546 2s. 6d. contributed in this manner.

The expenses of printing, stamps, and net law costs since 1875 are £130 12s. 2d., and bad debts £174 15s. 6d., making a total of £605 7s. 8d.—about 17·7 per cent. on the sum advanced.

The amount received from sureties during the year is £24 6s.

Of the sum of £3,626 lent during the year, £1,964 12s. 6d. has been repaid—54½ per cent.

APPENDIX No. XLI (B.)

Handed in by Mr. Henriques.

BOARD OF GUARDIANS FOR THE RELIEF OF THE JEWISH POOR OF MANCHESTER.

BYE-LAWS AND RULES OF THE LOAN DEPARTMENT.

BYE-LAWS.

Banking Account, etc.

1. A banking account shall be kept in the name of the institution, and all moneys shall be paid into and out of this account. All cheques shall be signed by the treasurer for accounts which have been passed by an hon. secretary.

2. Printed numbered receipts shall be given for all subscriptions, donations, etc., such receipts to be signed by the treasurer, or in his absence, by any one of the other honorary officers. The collector shall add his own signature and date of collection. Counterfoils of such receipts shall be kept.

The Clerk.

3. The duties of the clerk are :—

1st. To keep a register of the poor applying for or receiving relief, showing the names and occupations of applicants, their native countries, the period of their residence in the United Kingdom and in Manchester, the number of their children and their ages, the dates and particulars of relief, the amount of relief given, and such other remarks as may be necessary.

2nd. To assist in all investigations in respect of applications for relief, to see that the results of all enquiries made are duly registered, and to submit the same to the relief committee at their next meeting.

3rd. To issue notices of and to attend the meetings of the board and its committees, and, if required, to take minutes of the proceedings.

4th. To keep all books and accounts of the institution.

5th. To be in regular attendance at the office of the board at the prescribed hours.

6th. To represent without delay on days when the relief committee is not sitting any extraordinary case of distress to some honorary officer of the board.

7th. To supervise the duties of all subordinate officers.

8th. To discharge such other duties, consistent with his office, as the board may require.

Relief Committee.

4. A relief committee, consisting of not less than three members of the board, shall be appointed at each monthly meeting. Any one member of such committee shall have the power to act in the absence of the other members. Any member of the board not being on the committee may attend.

5. The relief committee shall have the power to order weekly allowances until the next meeting of the board.

6. The relief committee shall meet on Monday and Thursday evenings (holidays excepted.)

7. The relief committee shall require the attendance of the husband or head of the family, except under special circumstances.

Mode of Relief.

8. The following shall be the mode of relief, viz :—

1st. By tickets (or otherwise at the discretion of the committee) as may from time to time be determined on.

2nd. By special orders for the delivery of articles to enable the recipient to obtain a livelihood, the

amount in no case to exceed 40s. unless sanctioned by the board at a monthly or special meeting. Mode of relief.

3rd. By pecuniary relief in sums not exceeding 20s. to any applicant without the sanction of the board.

4th. By the supply of nourishment, etc., under a medical order.

5th. By gifts of blankets, rugs, flannel, coal, etc.

6th. By grants to intending emigrants which shall however, be made by the board only at its monthly or special meetings.

Casuals.

9. Applicants who have resided in Manchester less than six months shall be classified as "Casuals."

10. In no case shall the amount of relief in money to "Casuals" exceed 2s. 6d. "Casuals" sent by other boards of guardians or congregations without the consent of this board should be sent back.

Repatriation.

11. All cases of undesirable immigrant applicants shall be sent back to their native countries. Repatriation

Deserted Wives and Irregular Marriages.

12. Married women who are deserted by their husbands can only be assisted with relief upon the scale decided upon by the board from time to time, provided they apply when requested to the parochial authorities for the apprehension of their defaulting husbands. Deserted wives who decline to take this course shall be refused. Deserted wives and irregular marriages.

13. In order to put a stop to irregular marriages, no relief shall be granted to applicants, who have married irregularly, until they shall have complied with the Civil Marriage Laws.

Fixed Allowances.

14. Fixed allowances may be made by a relief committee for a period of one month, and continued by a succeeding committee for a like period; no fixed allowance shall be made for more than two months unless specially ordered by the board. Fixed allowances.

15. "Relief to "fixed cases" shall be distributed previous to the sittings of the relief committees.

Medical Officer.

16. (a) The medical officer shall supply all drugs and medicines prescribed by him, excepting those which are specially costly. Medical officer.

(b) The medical officer shall attend at the office of the board and at the houses of the poor when requested by the clerk or a member of the board.

(c) The medical officer shall send in a monthly return of his attendances, together with such other particulars as may be required by the board.

(d) The medical officer may refuse gratuitous advice to any patient whom he considers in a position to pay, but the circumstances must be reported by him without delay.

(e) The medical officer shall issue orders to the board for stimulants and nourishment when necessary.

(f) The medical officer shall not be called upon to attend midwifery cases.

Subscriptions to Hospitals, etc.

17. The board may subscribe to any hospital or other similar institution established for the benefit of the poor. &c. Subscriptions to hospitals, etc.

APPENDIX No. XLI (B).—*Continued.**Office Hours.*

Office hours. 18. The office of the board shall be open daily, excepting Saturdays and holidays, from 9 to 10.30 a.m., when the salaried officers of the board shall be in attendance.

Record of Attendances.

Record of attendances. 19. A record shall be kept of the attendances of each member of the board at committee and board meetings, and the same shall be published in the annual report.

Relief Tickets.

Relief tickets. 20. All tickets for relief shall be numbered, and bear the stamp of the board before being issued, and shall also be signed by a member of the relief committee present.

21. Relief tickets issued to "fixed" and medical cases shall bear the signatures of one of the honorary secretaries.

Payment of Subscriptions.

Subscriptions. 22. Subscriptions are due and payable in advance, but they may be paid half-yearly.

Alteration of Bye-Laws.

Alteration of bye-laws. 25. No alteration, amendment, or addition to the bye-laws shall be made, except at a monthly or special meeting of the board, convened by circular issued at least seven days previously, and containing details of the proposed alteration, amendment, or addition.

N.B.—It is requested that members of the relief committees when unable to attend should (if possible) give timely notice to the clerk to enable substitutes to be procured.

LOAN DEPARTMENT.

Rules.

Loan committee: 1. This department shall be administered by a committee consisting of—

(a) The executive committee of the board.

(b) Three members of the board.

Appointed and constituted. (c) Three other annual subscribers to the Board of at least one guinea each per annum.

(d) Two delegates from the Manchester Hebrew Philanthropic Society.

2. The members to be elected under headings *b* and *c* shall be appointed each year at the first meeting of the newly-elected board. The loan committee shall at its first meeting appoint its chairman and treasurer.

Funds.

Funds of the department. 3. The funds of this department consist of:—

(a) Cash at bank to the credit of this department.

(b) Outstanding balances owing by borrowers of loans.

(c) Shares in the Manchester Jewish Working Men's Club Company, Limited.

(d) Grants from the general funds of the board.

(e) Subscriptions, donations, and bequests specifically made to this department.

Object.

4. The object of this department shall be to grant (without interest) loans of not exceeding £20 each on the following conditions, viz.:—

(a) For loans not exceeding £2 one surety shall be required; for loans not exceeding £5 at least two sureties shall be required; for loans not exceeding £10 at least three sureties shall be required; for loans not exceeding £20 at least four sureties shall be required.

(b) The scale of repayment shall be 6d. per £1 per week, the first instalment to be paid fourteen days after the date of the loan.

(c) Applications for loans must be made upon printed forms supplied by the board, at least five days prior to the meeting of the loan committee.

(d) No new loan shall be granted until a previous loan is paid off.

(e) The clerk shall give notice in writing to borrowers who are two weeks in arrears with their payments to pay on the following Tuesday morning, failing which the sureties shall be notified to pay the arrears under penalty of having legal proceedings taken against them. Should borrowers become a second time in arrears, payment of the unpaid balances shall be immediately required of the sureties.

(f) Borrowers shall be debarred (except under special circumstances) from receiving relief from the board.

Meetings.

5. The committee shall meet at least once a month at the offices of the board. At all meetings three shall form a quorum.

Report and Balance Sheet.

6. The committee shall, previous to the annual meeting of the subscribers, submit to the board its annual report and balance sheet, duly audited by the auditors of the board.

APPENDIX No. XLII.

STATEMENT OF EVIDENCE BY MISS. OLGA HERTZ, MEMBER OF CHORLTON BOARD OF GUARDIANS.

PROVINCIAL URBAN CENTRES—LIVERPOOL AND MANCHESTER.

Children. 1. This is the only department of a guardian's work from which some satisfaction can be derived. The system of cottage homes, as carried out by the Chorlton Union at Styal, is certainly good, and the results are most satisfactory. With few exceptions the children turn out well. Even a spirit of attachment to the homes is shown to exist, as proved last year by the presentation of a handsome silver cup by a number of old boys to be competed for at football by the boys of the various homes.

2. Since 1889 I have conducted a class on behalf of the Girls' Friendly Society, formerly at the workhouse, now at Styal. I enrol all girls of twelve years and upwards as candidates and at fourteen admit those that are suitable to membership. The influence of this is very helpful, and it enables me to keep a hold on the girls after they leave the guardians' care. (Leaflets enclosed.) Out of 280 girls dealt with eighty-two have done very well, fifty-nine fairly well, and only twenty-seven badly. Twenty-four

APPENDIX No. XLII.—*Continued.*

have gone to Canada, and are doing well, nineteen I know to be married, seven have died, and sixty-two are still at Styal.

3. A good many of the Styal boys are enrolled in the Church Lads Brigade. They attend parade with other boys and go into camp for a week annually with good results in every way.

4. I may say that we do not find our children have any tendency to become paupers in their turn. We find it a great help to have a female officer, who visits all boys and girls after they have been placed out till they attain the age of eighteen, and she inspects all situations before any are allowed to go.

Difficulties.

5. The chief of these is the interference of relatives when the children come to a wage-earning age. The only radical cure for this is *emigration* and we have adopted this in many cases with excellent results. I think the powers of guardians in this respect might well be extended, especially to make it apply to children adopted by them under the Act of 1889. Children sent to Canada under proper conditions are so well treated and looked after that they almost all do well and they mostly write they would certainly not like to return to England, and want us to send friends or younger brothers and sisters to join them.

6. Another excellent method of severing all connection with the Poor Law in the case of girls is to send them to a training home for six months or more before placing them in service, and more use might with advantage be taken of this, even for children from cottage homes and certainly for those from barrack schools or scattered homes. They can get a better class of situation and start unhampered by connection with any workhouse. The pauper taint is unfortunately a real thing and the best of the children feel the disadvantages of their antecedents all their lives more or less.

Out-Relief.

7. I have always been convinced that strict administration of out-relief is the only right method of dealing with what is at best an evil. I should like to see it much restricted, because I know that every time it is given in an undeserving case untold harm is done to the striving poor of the district. I think it should be made illegal to give out-relief to *deserted wives*, and though at first there would be cases of hardship if this were done, in the end I believe we should have very few such cases to deal with. When the men know that their wives and children will be kept by the guardians and they can return to their homes whenever they please, they think nothing of disappearing for a time and repudiating their responsibilities while they enjoy the freedom of bachelor life, but were the homes inevitably to be broken up it would be another matter.

Old-age
Pensions.

8. Old-age pensions would, I suppose, be the best substitute for out-relief to old people, and would no doubt prevent a good many from being forced to go into the workhouse; though there would always be some unfit to take care of themselves and with no one to do it for them, for whom (failing almshouses) the infirm wards of a workhouse would be the best asylum.

9. There remain the *widows* with young children. These now constitute a class who are not satisfactorily dealt with. The out-relief given is almost always in augmentation of wages, in fact, the rule is, not to give after the first few weeks of widowhood unless the woman is earning something. In so far as this enables the employer to get cheaper labour it is bad. Also a mother with young children ought to be at home looking after the children and the house, and the relief is hardly ever enough to allow her to do this. It is indeed a question whether it would be advisable to put these women into such a position from the rates, that they did not require to seek work. To relieve them of some of the children—as is done in some unions—is open to the objection of breaking up family life and is only justifiable in cases where a child is

very delicate or mentally defective and needing special Old-age care which the mother cannot give. I suppose no one pensions would advocate forcing all widows to break up their homes and go into the workhouse, though really this is the only method by which you can be sure the children will be adequately clothed, fed and housed.

10. It is hardly possible to say what the effect of life in Workhouse the workhouse is on its inmates; but I am afraid it cannot Inmates be called curative. My experience is that even with those who are very well behaved and useful inside, when they get situations found for them, they mostly drift back after a longer or shorter period, either owing to drink or to incompetence.

11. There is one class of inmate that is the despair of every guardian. I mean the very large class of feeble-minded persons of all ages, children and adults of both sexes, who are constantly in and out of the workhouse, and when out getting into trouble of all kinds. Over these the guardians ought to have power of detention, even when they cannot be certified by a medical man. I know quite well that there are so many grades of feeble-mindedness that it might sometimes be difficult to decide where to draw the line, but those who are daily in contact with these people know very well when they are unable to take care of themselves. As a rule they can be kept quite happy under restraint, if not exposed to bad influences which unsettle them, and if this could be strictly carried out in all cases, one hopes in a few generations the numbers might be much reduced, though possibly they will never be altogether eliminated. This power of detention is the most pressing need in any reform of the Poor Law.

12. Also I think more influence for good might be exerted over the young unmarried women who go into the maternity wards. The young women coming there for the first time in the Chorlton Union are cared for by the ladies belonging to the workhouse Magdalen society (report enclosed) but I think more should be done in all cases to further the affiliation of all the illegitimate children, wherever the necessary evidence can be procured. If necessary I should advocate detention for this purpose.

Co-operation
between
Poor Law
and Charity

13. There are many agencies of a more or less voluntary nature with which the guardians might co-operate more than they do, though they already make use of some. In my union lists are exchanged with the corporation of Manchester of all people receiving the benefits of the municipal charities (such as the Lord Mayor's, Barnes Samaritan Charity, Mayes etc.) and in the case of blind persons who receive help from Henshaw's Blind Asylum relief committee. This is of great assistance in testing the statements made by applicants for relief as to help received from other sources and our lists are at the disposal of these charities in the same way.

14. The Charity Organisation Society's officers are always willing to co-operate with the guardians and so are societies such as the Boys and Girls' Refuges, Sick, Poor and Private Nursing Association, Prevention of Cruelty to Children, Day nurseries, Police-aided Clothing Association, Prisoners' Aid Society and others (reports enclosed).

15. In conclusion may I say that with exception of the above-named necessity for powers of detention of feeble minded men and women, it seems to me that the revised Poor Law of 1834 is sound in principle and adequate in practice. The difficulty is to get the right sort of men and women to serve as guardians, and if some inducement could be offered to a better class of persons to serve on boards of guardians a great step would be taken to diminish pauperism and at the same time ameliorate the condition of our poorer classes.

APPENDIX No. XLIII.

STATEMENT OF EVIDENCE BY MR. T. F. KELLY, FORMERLY A MEMBER OF THE MANCHESTER EDUCATION COMMITTEE, ON BEHALF OF ROMAN CATHOLIC CHARITIES OF MANCHESTER AND SALFORD.

PROVINCIAL URBAN CENTRES—LIVERPOOL AND MANCHESTER.

1. Catholics form nearly one-seventh of the population of Manchester and Salford but owing to certain causes they number 50 per cent. and possibly more, of those who may be regarded as the very poor. Consequently there is a wide field for Catholic charity, and despite their restricted means the Catholics of the district carry on a large number of works of the most estimable character.

2. The Catholic Church is fortunate in having in the Religious Orders refined and educated ladies ready to devote their lives to the service of the poor. Chief among these in this district, having regard to the extent of their work, are the Little Sisters of the Poor. They have two houses in Manchester containing at the present time about 380 inmates. Men and women over sixty years of age belonging to the poorer classes are eligible for admission and they are maintained entirely by voluntary subscriptions collected from door to door by the Sisters. Nearly all these people would be chargeable to the Union were it not for the labours of the nuns. It is impossible for the sisters to give them as good food as they would get in the workhouse, but in all other respects they are better off than the inmates of that institution. No pauper taint attaches to their residence in the Little Sisters' Homes and they are not compelled to mix with the vile and abandoned characters who are often found in workhouses. In health and sickness, too, they are treated with an amount of kindness and consideration which would hardly be possible in a workhouse.

3. St. Bridget's Orphanage, the oldest Catholic charity in Manchester, was founded about sixty or seventy years ago in the Presentation Convent, Livesey Street, but for the last few years has been carried on by the Daughters of the Cross in Church Lane, Harpurhey. It is for the children of respectable parents who were Catholics and residents in the diocese of Salford and who are now both dead. It is maintained partly by voluntary subscriptions, partly by interest on investments. At present there are seventeen children in the institution, though formerly, when its funds were larger, it had nearly double the number. Girls from three to fifteen years of age are admitted and are trained to be domestic servants, dressmakers, and, in some cases, teachers.

4. The Sisters of Charity of St. Vincent de Paul, have established a very useful home in St. Vincent Street, Ancoats, one of the poorest and most congested districts of Manchester. A number of young girls are housed and trained to laundry work, and when proficient are put out in suitable situations. In addition there is a night shelter where destitute girls may stay for three or four nights, and get their lodging, supper and breakfast free. The number of girls seeking the shelter varies, but may be taken as averaging five per night. The Sisters also take charge during the daytime of about twenty very young children, whose mothers have to go to work. Besides attending to the inmates of their houses, the Sisters visit several hospitals, and interest themselves in finding employment for the poor, men, women and children, a task in which they have been very successful.

5. The same Order conducts an excellent training home in Rumford Street, Chorlton-on-Medlock, where about sixty girls, mostly over fourteen years of age, are trained to laundry work and sewing. The Sisters have also two houses, apart from the main institution, in which forty other girls who are old enough to work, and are expected to pay a weekly sum for their maintenance find a decent and respectable home. Girls temporarily out of employment are taken in, and if nearly destitute no payment is demanded.

6. The Sisters of the Good Shepherd have a home in Blackley, for women and girls who are incorrigible, or whose virtue may be in danger. The inmates are employed in laundry work and sewing and number about 200. This

Order has a wide experience of work of this kind, and has been highly successful in it. By patience, by sympathy, by unceasing kindness, they win the confidence of their charges, and restore to happiness and contentment many lost creatures who had been previously victims to hopelessness and despair.

7. The Sisters of the Cross and Passion, carry on in Salford a home for working girls, very similar to that conducted by the Sisters of Charity in Rumford Street. It has about twenty inmates. The same Order has also two large homes for girls in Bolton.

8. The Sisters of Bon Secours have also a house in Salford. They devote themselves to nursing the sick in their own homes.

9. Besides the above there are three Poor Law schools conducted by religious orders in this diocese of Salford, Buckley Hall, Rochdale, for boys, Holly Mount, Tottington for girls and the house of the Sisters of Nazareth, Prestwich, for very young children. Though most of the children in these homes are paid for by the guardians, yet other children are sometimes admitted when there are vacant places.

10. The Protection and Rescue Society is a large organisation established by the late Cardinal Vaughan when Bishop of Salford and covers the whole of the diocese. It devotes itself to the protection of the young who are in danger, and expends about £4,000 a year. With the exception of a small sum received from interest in investments the greater part of this money is raised by appeals in churches and through the press and by monthly collections from door to door.

11. The Society conducts a home in Worsley Road Patricroft, in which there are at the present time 155 children. It has also a home for working boys at Fairy Hill, Waterloo Road, Manchester, containing forty lads, who contribute a few shillings a week each towards their maintenance from their wages. The boys' earnings have to be supplemented by about £200 a year from the general funds of the Society to carry on the home. There is also a small home in Chorlton Terrace, Chorlton-on-Medlock, Manchester, for children on remand under the Youthful Offender's Act. During the past year 138 children were remanded here from the police courts, who, but for the home, would have had to be sent to the prison or to the workhouse. The taint associated with these places has thus been avoided. The Society also boards out considerable number of children with respectable people, paying a few shillings a week for the maintenance of each child.

12. The Brothers of St. Vincent de Paul consist of laymen of a charitable disposition who visit the poor weekly in their homes. They have twenty-five branches or "conferences" as they are called in Manchester and Salford and raise about £700 a year which they distribute partly in cash, partly in tickets for food. They also help the poor by clothing which has been given them by benevolent persons.

13. There is an equal number of "conferences" in other parts of the diocese which are doing the same kind of work.

14. A very similar society but consisting of ladies, married or single, is that of the Ladies of Charity of St. Vincent de Paul. They exist in at least six of the parishes of Manchester and Salford and number about eighty or ninety members. They visit the poor at their own homes and distribute relief in kind. But more valuable probably than any material gifts are the practical instruction and help they are able to give to those they visit. They can talk to mothers about their homes and their children as only women could and can do work quite impossible for men.

APPENDIX No. XLIII.—*Continued.*

15. There is no special agency in Manchester among Catholics for dealing with unemployment, but the various societies enumerated above interest themselves as far as circumstances permit in finding work for deserving people and often with considerable success.

16. It will be seen from the above list that numerous charities exist among the Catholics of Manchester and district. That their effect is good cannot be doubted. The aged have the hardships of their lot mitigated by the never-ending kindness of the Little Sisters of the Poor.

The young in the various homes and institutions established for them are carefully protected from the dangers of city life and experience has shown that in the majority of cases they turn out respectable members of society. Catholics do not like to see their poor, whether young or old in workhouses, believing that, however careful the guardians may be in their management, the associations of the place are not beneficial to its inmates, and by their charitable efforts they yearly maintain many hundreds of the destitute who otherwise would have been compelled to become paupers.

APPENDIX No. XLIV.

STATEMENT OF EVIDENCE BY MR. T. LOMAX, AGENT AND SECRETARY OF THE DISTRICT PROVIDENT AND CHARITY ORGANISATION SOCIETY OF MANCHESTER AND SALFORD.

PROVINCIAL URBAN CENTRES—LIVERPOOL AND MANCHESTER.

1. The above society was established in the year 1833, and its objects are:—

The encouragement of industry and thrift, the suppression of mendicity and imposture, the occasional relief of sickness and unavoidable misfortune, and the organisation of public and private charity.

Overlapping.

2. The committee has inaugurated a scheme for the registration of the names and addresses of all persons receiving charitable relief. Most of the relief societies have joined, but to make the scheme absolutely successful every person or institution having funds at their disposal for relief should co-operate.

3. The plan is for the co-operating agencies to make a weekly return on a special form having a perforated slip attached of all persons being assisted by them, and to send the same to the office of the society, when the names and addresses are examined and any information known is entered in the perforated slip and returned to the society which has sent in the list, a postcard being at the same time sent to inform the last society that helped the applicant, of the amount of assistance being given elsewhere.

4. Up to the present over 9,000 names have been registered. The scheme has been in operation about eighteen months.

Other Charities.

5. It is much to be feared that some charities produce the evil they exist to cure. There is a large, and I fear an increasing, class in Manchester quite content to earn food and lodging for a night by a slight task at some shelter or labour home; they come time after time and never appear to get regular employment, indeed, many of them are content with such a state of existence. There does not seem to be adequate investigation into the circumstances of each case.

Poor Law.

6. There is close co-operation with the unions, and all cases coming under the notice of the society for help are submitted weekly to that board of guardians in whose area the applicant resides. Many cases of a temporary nature

and of a superior class are referred from time to time to this society for assistance by the board of guardians. This society encourages the guardians to do this rather than pauperise the applicants.

Out-Relief.

7. In my opinion it would be possible to substitute voluntary help for Poor Law relief in all cases of temporary sickness. Persons compelled to apply for outdoor relief through sickness should not be under any stigma of pauperism as at present.

Provident Dispensaries.

8. In connection with this society there are ten branch dispensaries. The entrance fee is 6d. for a single person and 1s. for a family, and a payment of 1d. each per week; for this free medical attendance and medicine is provided.

The wage limit is as follows:—

Single man or woman	- 12s.	per week.
Married couple	- - 18s.	"
For each child	- - 1s. 6d.	"

9. Families only whose incomes are less than this scale are eligible for free medical treatment at the Royal Infirmary, Salford Royal Hospital, Northern Hospital and Ancoats Hospital (see page 17 of Report).

Unemployment.

10. There is not an abnormal amount of unemployment at the present time. The cotton trade is very good and other branches of industry are working full time. I am of opinion, however, that there is in Manchester a large and increasing class of unemployed which may be divided as follows:—

1. Physically unfit.
2. Idle and vicious.

Unemployed Workmen Act.

11. Admitting that this Act was a genuine attempt to cope with the problem, it seems to me that the mistake is that the Act is framed to deal with *genuine* distress through want of work; whereas the real problem is men who will not work; these are always ready to take advantage of seasons of excitement and sensational reports.

APPENDIX No. XLV.

STATEMENT OF EVIDENCE BY MR. JAMES MACDONALD, CLERK TO THE GUARDIANS,
TOWNSHIP OF MANCHESTER.

PROVINCIAL URBAN CENTRES—LIVERPOOL AND MANCHESTER.

Combination of Unions.

1. The combination of two or more unions for a special purpose must obviously be more economical than if each union had itself to undertake the work.

2. As an instance, I may mention that some years ago the casual wards in the Manchester and Chorlton Unions respectively were found to be quite inadequate to fulfil their purpose, neither ward having sufficient accommodation for detaining casuals or setting them to work. By combining and erecting joint casual wards providing sufficient accommodation, the number of casuals from the two unions rapidly fell to about the number which each union had previously had to deal with, while the cost of the erection and administration of the joint institution has been relatively much less than would have been the case if two smaller institutions had been provided—one for each union. Another advantage gained is that by combination uniformity in the mode of dealing with this class is secured.

3. Again, by combining (as they have done) for the erection of a test house for the able-bodied, I am of opinion that the fact of there being a fully-equipped test house to which able-bodied men can be sent has resulted in both of these unions being relieved of the cost of maintaining a number of idle men who would have been content to remain in an ordinary workhouse, where the strict discipline which is necessary in dealing with this class of paupers cannot be effectively applied.

Swinton Schools.

4. The children belonging to the township of Manchester are maintained in the separate schools at Swinton. The schools are of the type known as "barrack schools," but, while each mode of dealing with pauper children has its advantages and disadvantages, the guardians are of opinion that the institutional system is on the whole as effective as any other. A more healthy, cheerful and contented lot of children than those maintained in these schools it would be hard to find anywhere, and with the exception of occasional outbreaks of diseases, which occur amongst children in every description of institution, the general health of the children is all that could be desired.

5. The schools will accommodate about 800 children, and the reports of the periodical visits paid to such of the children as have been placed out in situations show that the schools are doing a good work.

Suggested Amendment of the Poor Laws.

6. With respect to the question of the extension or otherwise of the powers of guardians, I think that it is desirable that such powers should be extended in the direction, for instance, of giving greater power for the detention of workhouse inmates in certain classes of cases and power for the compulsory removal of certain cases to a workhouse, while, with respect to the administration of outdoor relief, I think it advisable that the latitude at present allowed to guardians should be restricted.

7. Indeed, I think if a much stricter supervision were exercised by the Local Government Board over the administration of out-relief, and the powers of that Board could be used to bring into line those guardians who administer out-relief in a lavish manner and without due discrimination, it would be of national benefit; and in this connection I think it would be of great advantage if rules for the administration of outdoor relief on similar lines to those which have been in operation for many years in the township of Manchester were made to apply to all boards of guardians in the country. A copy of these rules is handed in.

8. I would suggest—

(a) That further powers of detention in the workhouse should be given to guardians in the cases of (i.) ins-and-outs, (ii.) feeble-minded women, and (iii.) women suffering from contagious diseases.

(b) That justices should be empowered, on the application of a board of guardians, to direct the compulsory removal to the workhouse of destitute persons who are unable to take care of themselves and have no one to properly attend to them.

(c) That guardians should be required to provide suitable accommodation, apart from the workhouse, for all children in health above three years of age, in whose cases indoor relief is necessary.

(d) That guardians should also be required to provide separate accommodation for deserving aged inmates of the workhouse and to assign special privileges to them.

(e) That no building be opened by any person or body of persons as a shelter or free lodging house for destitute persons, except with the sanction of the Local Government Board first had and obtained.

The Effect of Workhouse Life on the different Classes of Inmates.

9. *The Aged and Infirm.*—I think there can be no doubt that although somewhat monotonous, the life of the aged and infirm inmates is considerably lengthened by the great care and attention which is bestowed upon them whilst in the workhouse, and although the rules and restraint of personal liberty must be irksome, and, in the cases of persons of good character, the association with inmates whose manners and language are repulsive must be a source of annoyance and discomfort, still they must in many respects be very much more comfortable under the improved conditions to be found in most workhouses than would be the case if they lived outside in a poor neighbourhood, with most probably insanitary surroundings.

10. *The Able-bodied.*—The effect of workhouse life on the able-bodied inmates must differ considerably according to their character and former life and surroundings. In the case of persons whose one object in life has been to shirk all responsibilities, they are no doubt quite satisfied with being allowed to exist in an ordinary workhouse where strict discipline is not enforced free from care and the trouble of earning their own livelihood, but in cases of persons who have formerly had any feelings of independence or self-respect, the workhouse life must to some extent imbue them with a feeling of degradation and depression, and cause them to look forward to the day when they may be able to shake the workhouse dust from off their feet.

11. *Sick Inmates.*—The sick poor who are received into our up-to-date workhouse infirmaries must surely be thankful that there are such institutions in which they can obtain medical treatment and efficient nursing. In a large number of cases there seems to be less reluctance to accept relief in this form than was formerly the case.

12. *Children.*—The effect of workhouse life on children must be most pernicious. Those boards of guardians who still maintain their children in the workhouse should be compelled to provide, without delay, suitable accommodation for them elsewhere at a considerable distance from the workhouse.

Law of Settlement and Removal.

13. To abrogate the law of settlement and removal over the whole country would be unjust to large centres of population and to the principal seaports. At the same time the suspension of this law between neighbouring unions, who may desire it, leads no doubt to considerable economy, and I may here state that the operation of this law has been suspended by mutual consent (except as regards pauper lunatics) as between the three Manchester unions (Manchester, Chorlton, and Prestwich) for a considerable number of years.

APPENDIX No. XLVI.

**STATEMENT OF EVIDENCE BY DR. ERNEST S. REYNOLDS, F.R.C.P., PHYSICIAN TO THE
MANCHESTER ROYAL INFIRMARY, AND VISITING MEDICAL OFFICER TO THE
MANCHESTER WORKHOUSE INFIRMARY.**

PROVINCIAL URBAN CENTRES—LIVERPOOL AND MANCHESTER

1. I beg to state that for the last sixteen years I have been the (visiting) medical officer of the Manchester Workhouse Infirmary, an institution containing about 1,400 beds for the sick and about 400 beds for lunatics and epileptics. During the same period I have been connected with either one or other of the charitable Manchester hospitals as a physician. I have thus an intimate knowledge of the medical relief in Manchester which is available for the very poorest and also for the poor.

Definitions.

2. By "*very poorest*" I must be understood to mean the person who is or ought to be in receipt of parish relief, the great majority of whom are quite thriftless. And by the "*poor*" those who, if sick, attend the charitable (voluntary) hospitals; most of these earn some definite wage and are more or less thrifty, but cannot afford to spend much on doctors' fees and especially for the fees of consulting physicians and surgeons.

3. By "*infirmary*" I mean the workhouse infirmary; and

4. By "*hospital*" I mean a charitable or voluntary hospital. My remarks also must be understood to refer principally to Manchester, with which place I am most intimate.

The question of the need of more free medical relief.

5. For the very poorest there is ample relief provided, the Manchester Workhouse Infirmary being never full, and there is in addition another large infirmary for the Manchester district at Withington.

6. But I think that in some way more power should be given to the board of guardians to insist on the removal of sick and destitute persons into the infirmary as at times they are left by their friends or neighbours either unattended or insufficiently attended and in a dying condition because they will not submit to removal.

7. For the poor there is at present not sufficient hospital accommodation in Manchester, with the result that patients cannot be kept in for a sufficient time, and even urgent cases have to be refused admission from lack of room.

8. The result is that not a few poor persons urgently ill or suffering from chronic diseases have to be sent to the workhouse infirmary, and in the majority of these cases this is their first introduction to pauperism and a workhouse life.

9. Much of this unfortunate state of affairs will cease in Manchester in about two years, as a larger hospital containing twice the present number of beds is now in course of construction.

Class of persons resorting to Workhouse Infirmary

11. I should say that the class of persons going to workhouse infirmaries is the same as it was ten years ago; I have noticed no difference either better or worse.

12. There is not much overlapping between Poor Law and voluntary hospitals, as the rules of the voluntary hospitals distinctly state that persons in receipt of parish relief are not admissible. But any person, however poor, is attended to in the casualty department of the voluntary hospital, and if urgently ill is admitted if there is room.

Co-operation between Poor Law and Voluntary Hospitals.

13. Co-operation exists between the voluntary hospitals and the workhouse infirmaries. The workhouse authorities will always remove from the voluntary hospital any urgently sick person for whom there is no room in the hospital; and also such chronic and incurable cases who have been resident for long periods in the hospital and whose friends cannot take proper charge of.

14. Long lasting but curable cases such as some fractures of the legs are sometimes sent from the hospital to the infirmary owing to want of room in the former, but this should be avoided as far as possible.

15. As to the question of whether some general public health authority controlling all aid for the sick, both poor and very poorest, would be better than the present system. I do not think one controlling body for the relief of sickness in these classes would answer in this country.

Question of health authority "for dealing with sickness among the poor and very poorest."

16. The poor are more or less deserving, and therefore will always be proper objects for private charity, and the controlling body will almost necessarily have to be selected from private individuals.

17. But the very poorest are more or less undeserving (taken in a very wide sense) and are not so commonly objects of sympathy; and yet they must be cared for by some one and especially so, as if not looked after they would be a danger to the health of the community.

18. Funds for this purpose must almost necessarily be levied by compulsion from the rest of the community in the shape of poor rates. And it follows that the control of the very poorest must be in the hands of a publicly elected body. This controlling body, moreover, should be the same body which looks after the general interests of the very poorest, whether sick or healthy.

19. Whether it should be a board of guardians or a Poor Law committee of a municipal corporation does not seem to me to matter very much, and the change would only be similar to what has recently occurred in substituting an education committee for a school board.

20. One point in favour of a Poor Law committee of the corporation would be that the same committee might have the control of the infectious disease hospitals. At present these are under the control of the sanitary committee of the corporation and there is a large amount of overlapping with the workhouse infirmary, which might thus be avoided.

21. I do not think the medical officer of health should have any control of the workhouse infirmary, but I think it would be an excellent plan for all hospitals either for infectious disease, for paupers, or for voluntary patients to be required to send a weekly report in some detail to the medical officer of health such as would enable him to judge of the general morbidity of the community.

22. At workhouse infirmaries generally there is an insufficient medical resident staff; there should be more facilities given so that the patients could easily receive the services of specialists. So that on the staff of workhouse infirmaries there should be consulting physicians and surgeons and also medical men specially trained in diseases of women, of the eye, the skin, etc., etc. Medical knowledge is nowadays too wide for any one or two men to cover the whole range of treatment.

General criticism on medical Poor Law relief,

23. As regards the "parish doctors" who visit by order of the relieving officer the very poorest in their homes I think they should still be supervised as at present by the board of guardians (or Poor Law committee). There is no necessity so far as I know for them to be under the control of a head medical officer. Nor do I think these offices should be held for short periods only by more or less recently qualified medical men. For the permanent official can much better get to know the poorest in his district such as apply again and again for medical relief.

APPENDIX No. XLVIII.

STATEMENT OF EVIDENCE BY MISS MARY STANISTREET, MEMBER AND TREASURER OF BROWNLOW HILL BRABAZON COMMITTEE AND MEMBER OF SCHOOLS COMMITTEE.

PROVINCIAL URBAN CENTRES—LIVERPOOL AND MANCHESTER.

Brownlow Hill.—Brabazon Work.

1. This work was begun in the Infirmary, Brownlow Hill, in 1895, and has gone on steadily since.

2. The work has been done in the wards of male infirmary and in a division of the old women in the House. It has been a great boon to the men, who, when once started in the work, regret any interruption to it.

3. The various occupations—wood-carving, mat-making, frame wool-work, embroidery—depend greatly on the ladies who come to help in teaching the men, as they need much direction and encouragement. Excellent wood-carving was done till the lady who taught it had to leave Liverpool, and no one has been found to take her place.

4. Some men have been able to maintain themselves by the work they learnt during their stay in hospital. One man offered this winter to come and teach the men what had been taught him.

5. The chief difficulty is to get the men to start any work; when started they go steadily on and confess it helps them to have something to do, specially with the chronic cases, giving them "something else to think of" than their own ailments.

6. With the old women, the visit of the lady to teach and read to them is "a break" in the week, and as well as giving them fresh interests, keeps them from "arguing and quarrelling among themselves."

7. All the work is sold at the annual sale and the prices so fixed as to allow a proper value for the work expended on each article.

8. Rewards of tobacco, sweets, papers are given regularly, and a subscription is paid from Brabazon Funds to a Library, each worker being allowed to have a book.

9. There is a representative Committee responsible to the select vestry for the proper working of the Brabazon Scheme.

10. The great difficulty in the work is getting the support and help of ladies who can give a regular time and day to it, and with knowledge and capability of teaching work to others.

Olive Mount.—Cottages Homes.

11. These homes have only been started during the last three years, and now all children (healthy) are sent up to this establishment.

12. *Ins and Outs Department.*—Here the children are sent up daily from the workhouse and are kept for a period till it is decided which institution they shall be sent to. The Protestants are drafted into the cottage homes, and the Catholics to the various Institutions they are suitable for. There is no "pauper" help; the assistants are responsible for the children under their charge.

13. *The Cottages.*—Each cottage can accommodate fourteen children, and the "Foster Mother" in charge has the help of a half timer to assist her with work. She is expected to make all do some little thing, and make the life as homelike as possible.

14. There are separate cottages for boys and girls and one for babies, the very young children, who require more individual care; here the "mother" has an assistant, as the children need attention and can give no help.

15. The Committee hope and believe that the cottage home life will assist the children in training them for work and that girls who have taken share in work of their own cottage, will have received good training for service.

16. *The Governor* lives in one of the cottages, and matron in the Ins-and-Outs Block. The matron is responsible to the governor for supervision of all the domestic work, and visits daily each cottage.

APPENDIX No. XLVIII.

STATEMENT OF EVIDENCE BY THE REV. J. B. STOPFORD, M.A., VICAR OF LEESFIELD, OLDHAM.

PROVINCIAL URBAN CENTRES—LIVERPOOL AND MANCHESTER.

Description of a Poverty-stricken District.

1. At one time, 1892–1901, I had a district assigned to me by the Ven. J. M. Wilson, late Archdeacon of Manchester, and Vicar of Rochdale, which gave me ample scope for inquiry into crime and poverty. This district included some of the lowest neighbourhoods in the town of Rochdale, within the boundaries of the ancient parish of Rochdale. Roughly speaking, it contained about 4,000 people. There were eight lodging-houses in the area and some dwelling-houses used as "Furnished rooms." The houses in many of the streets were of a poor type and might be let for 3s. 6d., 3s., and 2s. 6d. per week. Many

were "Back-to-back" dwellings. Some of them were situated in dark and unwholesome courts. There were also other better-class houses situated in streets where traffic was considerable, and rents correspondingly higher. There were also eleven enclosed courts where sanitation was imperfect and light and air much needed.

2. A district of this character must of necessity show many cases of chronic poverty, such as old people stranded in their latter days, people of feeble constitution, the frequenters of common lodging-houses, who seldom have regular employment, the weak and drunken family, where there is little knowledge of the higher life and little impulse to it, the idle lad, the unfortunate girl of the lowest class.

APPENDIX No. XLVIII.—*Continued.*

3. My memory of the poor of this district is vivid.

Police Court Returns.

One year I examined the police court returns, as given in the files of the local papers, with a view to obtaining information. Ninety separate cases were from this district alone brought before the Local Bench of Magistrates in a year chosen at haphazard. Connected with them were 300 to 400 relatives: children, parents, or more remote relations. They were summoned on such charges as "Drunk and disorderly," "Indecent behaviour," "Stealing," "Using obscene language," "Assault."

4. Let us note that one in forty of the population of our area appeared in the police court in the year under review. Several of those who thus were summoned appeared three times in the year; some, too, had often appeared before, *e.g.*, one was brought up for the ninety-first time, another for the fifty-fourth time, another for the forty-fifth time, others for the fortieth, thirty-seventh, thirty-fifth, twenty-second, fourteenth, eleventh, and fewer times.

Influence of Criminals.

5. The influence of such poor degraded creatures was felt throughout the area. A single man or woman can make life in a court or street intolerable for others; what must be the power of such a number as ninety? Life is poisoned; the moral atmosphere is saturated with evil; crime and sin abound. Can we wonder at it? The public opinion of such streets does not condemn a week or a fortnight in gaol. Is it said without any shame, "So-and-so has gone down for a week."

6. In a town of even moderate dimensions we find such low-class districts well-defined and well-known. From time to time one hears that some family has left their house and migrated. They may generally be discovered in some other like area. The social worker knows where to look; he can guess to what parts of a town they may have gone, and it is only a question of going and searching. I have done this many times. Poverty-stricken and criminal areas are well-known to every social worker, just as well as the fashionable or residential part is.

Guardians' Returns.

7. A study of the guardians' relief returns for the same period and area is as significant as the police court returns. 176 separate cases were relieved; dependent upon these were fifty-six wives and 218 children; total, 448. That is about one in nine of the population.

8. The causes why relief was given were various; the chief was: "No work," "Sickness," "Infirmary," "Husband's neglect," "Fatherless children."

9. "No work" accounted for seventy-five persons. Thirteen of those came before the local bench; eight lived in lodging-houses and may be taken as unworthy; over twenty took drink to excess; eight or nine were young men, strong and able to work. Five received help from the local branch of the Charity Organisation Society. Considering that there were forty-nine undeserving cases and five helpable ones out of fifty-four, may we assume that three or four of the remaining twenty-one would be worthy of help?

10. Again, the cases of relief through sickness numbered thirty-eight. Four of these appeared before the magistrates and thirteen came from lodging-houses; four others were absolutely undeserving from my own observation; nine others applied to the Charity Organisation Society, which relieved four as *bona fide* cases. Of the remaining cases I question whether three would be fit for relief on Charity Organisation Society principles.

Effect of Outdoor Relief.

11. With results like these I ask myself the question, What effect can outdoor relief have upon the lives and characters of these people? They turn to it for all kinds of reasons.

12. I recall a young man who was out of work for many months and then found employment. He told me one day he thought of changing his work because he could not play football regularly and he wanted to do so. He had had outdoor relief by work at the workhouse, and he knew he could get it again.

13. Or here is a father with five children, who lived in several houses, but always in dark corners where the rent was low. He could not get up soon enough to go to work, and therefore lost his place time after time. He worked for the guardians, receiving relief in food and money. A lazy man like this is never improved by outdoor relief. His children are irregular at school; there they are the dull children in the class. Frequently it happens they attain only to the fourth or fifth standard. The education received is soon lost. The name can be written; we find this out when a boy or girl from such a house comes at eighteen or nineteen to be married: but he cannot read intelligently; words of two syllables are too much for him. Sunday school also reveals this loss of education; and often the reason why Sunday school is deserted is to be found in the fact that efforts at reading call out the derision of some of the other scholars. Far better would it be if the demoralised parent, who is idle, vicious, or drunken, or all three, were refused outdoor relief and the children removed to institutions.

14. Why should there not be State homes for such children, where they can learn trades, have good examples before them, and be taught how to make effort? The lazy father, the poor degraded mother, teach their children lessons which they learn, alas! too quickly. I once knew a father, mother, grandfather and two sons, all sent to prison on one court day for separate offences. Outdoor relief in such cases perpetuates evil and helps to keep up family traditions of ineffectiveness, vice, and drunkenness.

Black Spots.

15. I have often thought that certain streets in our towns ought to have a black mark against them, signifying that no outdoor relief should be given there. Some would even go so far as to say that certain *areas* should be thus distinguished. There would be some hardship in cases of sudden sickness and of a few old people, but probably the good would far out-weigh the small percentage of hardships.

Old and Infirm.

16. The effect of the present system of outdoor relief upon the old and infirm involves very intricate problems. But probably all will agree that, when given, it should be adequate. Here are two old people, brother and sister, seventy-nine and sixty-six respectively; they live together in a house whose rent is 3s. 6d.; they are allowed 3s. 6d., and 2s. 6d. by the guardians. Their total income is 6s. with 1s. from a sick club; they have therefore 3s. 6d. for fuel, light, food and clothing per week. Fire in winter will cost 10d. and oil perhaps 2d., and there remains 2s. 6d. for food, or 4½d. per day. It would be cruel, people would say, to send these old people into the House; yet their misery is acute, their house and persons are dirty, their life is one long effort to keep body and soul together. The sister has worked in a cotton mill until a year ago, and has kept her brother for a dozen years at least. They have distant relations who help them slightly, but their help is just a dole of a few coppers, or a gift of coals, or some broken meat.

17. Or again, here is another couple, man sixty-nine, woman sixty-one. They live in a house 3s. per week. They are allowed 5s. by the guardians. The man has one arm. They are both uncared for. They do not wash very often, and drag out a miserable existence in a dark house. Now and then they have the exhilarating influence of a pint of beer, which makes them for the moment forget their troubles and trials. Wretched must their lot be. Inside the House they would find warm friendliness, and abundance of food, and soon they would get over the loss of liberty and the difficulty of living by rule. They would be happier every way. Now they look to the weekly relief as the security for rent, fire, and a little food. Their lives never can be bright; gradually they will sink into semi-imbecility. Inside the House they would be freed from care, their lives would open out a little, there would be a *possibility* of growth.

18. Consider the old widower or widow. Often they live with relations, often in dwelling-houses alone. One knows quite well the old man who has 2s. 6d. or 3s. per week who lives with a son or daughter. If too feeble to attend to themselves, the affection of the children is sorely

APPENDIX No. XLVIII.—*Continued.*

tested; and yet one is glad to bear testimony to the wonderful self-denial and sacrifice manifested towards the old and sometimes very querulous.

19. In some cases of the most disagreeable and perhaps disgusting illness the old man and woman must occupy the same sleeping room as the rest of the family. I have known cases of cancer where there were two other beds in the same bedroom. This side of outdoor relief is not known because it is difficult for anyone but the clergyman or doctor to know the domiciliary arrangements. Probably the medical officer of health ought to have power of visitation in outdoor relief cases and of making recommendations where necessary.

20. In other cases old parents who live with children find themselves much in the way. Often I have been told by them that they would welcome the end. Compelled to go inside the workhouse, such cases would be happier.

Widows.

21. When a widow is left with four or five young children there is often real hardship. The pittance allowed by the guardians is inadequate. The mother must do something and the children left alone suffer. The older ones become unruly and the house demoralised. On considering such cases one feels that some of the children might well be removed to institutions and the mother aided by voluntary and other workers. But these would have to be earnest, devoted, and persistent. On a large scale there would be need of an alliance amongst the philanthropic and charitable, and a union of workers which England has not yet seen. Why should not experienced social workers take charge of such cases and help them through such organisations as the Mothers' Union and kindred bodies?

22. One such case with which I have dealt lately is worth recording.

The father was employed in a cotton mill and earned about 30s. per week. He was a drunken man and his wife and children consequently suffered sorely. Their home was in a low neighbourhood; the father did not give his wife money sufficient to rent a decent house. The children were—a girl of fourteen years, and boys of eleven, five, and three years respectively. In the autumn of 1905 the father fell ill, and pneumonia supervened; his constitution, enfeebled through drink, could not resist the disease and he died after a few days' illness. A few weeks after his death a fifth child was born. The eldest girl had just begun to work and earned a few shillings per week. Soon, however, a further misfortune came to the family; the girl was found to be suffering from a diseased bone in one leg. The guardians allowed the mother 8s. per week. Here the Mothers' Union hon. secretary stepped in. The mother belonged to the Leesfield parish branch, and the members agreed to allow the mother 1s. per week from their funds, and the Rev. J. B. Stopford, Vicar of Leesfield, supplemented this with 6d. per week. A member of the congregation gave also a bag of coals per week for many weeks. Then the mother found that the eldest boy was becoming very unruly and she obtained the offer for his entrance and that of his next brother to an orphan institution. The girl also obtained entrance into a children's home where her leg is being properly treated. The baby died at Christmas, 1905, and thus the mother was left with one child. She works when she can, and, though not free from care, the appended letter shows how grateful she is. (See Appendix No. XLVIII. (A).)

23. Altogether the cost to this ecclesiastical parish was £4 8s. in money, and much service rendered by the clergy and other workers. The result will be, we believe, that a family will be saved. It should be added that we took care to give the money so that the woman might not be deprived of any portion of parish relief through our charity. It is not unknown for the Poor Law authorities to deduct the amount of help given by private persons from the gross amount they give; so does "red tape" choke sympathy and active work.

Co-operation of Poor Law with Private Charity.

24. The conclusion forced upon me from this and other cases is the necessity of co-operation between Poor

Law authorities and those who help cases of need. At present the Poor Law discourages private charity. And further, their action, I fear, often leads to deceit on the part of those who need relief. The outwitting of the Poor Law official is not regarded as wrong. It is rather praiseworthy and clever. This cannot be a right result of our system.

Outdoor Relief and Relatives.

25. Outdoor relief is accepted by people who would not accept indoor relief. I recall an old man and woman, both over 70 years of age, whose two sons contributed through the Poor Law a small sum weekly. The wife was strong considering her advanced years, and earned a few coppers now and again. The sons, a plumber and a mechanic, would never let their parents enter the House, but they let them nearly starve. They gave what they were compelled, and no more. So the outdoor relief failed to provide adequately and undermined filial love and responsibility.

26. I have known persons in receipt of outdoor relief who live with relatives. Frequently help is given in the home, or in caring for children, or in some other way. Such service is liable to be unrecognised, whereas it ought to be set against board and lodging. In not a few cases a small weekly wage ought also to be given.

27. Outdoor relief destroys self-respect, and I think also often loosens ties of relationship, making relatives careless, because, as they put it, "the guardians will give them something."

Clergy Relief.

28. The relief given by clergy must differ very much in different parishes. In some cases there are doles and small charities which are to be given at Christmas time. In other places nothing of this kind exists. To watch distribution of the Christmas charity is an education in the needs of human nature and the claims that are put forward. Doubtless 2s. 6d. or 3s. 6d. in money at Christmas given to forty old people is a godsend to them at the moment; but we question if the permanent good would not be greater if a pension of 2s. 6d. was given to one person. At this moment I give two pensions under a recent gift and it is certainly simpler for me. Why should not the clergy of parishes be associated with boards of guardians in these cases, and some common adequate scheme be evolved for the cases which bear the strictest investigation?

Old Charities.

29. There are examples of old charities, the schemes of which have been revised; e.g., the Gartside Charities at Rochdale used to provide lengths of cotton and woollen goods for old people at Christmas time. It was found that the articles were in not a few cases turned into money and that the charity missed its object. A new scheme provided for the part-purchase of recommendatory letters for hospitals and convalescent homes; and each year now a large number of deserving cases is thus relieved. One wonders if the schemes of some of the other old charities could not be revised and, while giving the trustees, who are frequently the vicar and wardens, a great voice in distributing them, add some direct representative of local authorities, such as boards of guardians. Such re-arrangement would be called "diversion" by some people, but one feels its urgent character. The difficulty would be that the little patronage involved brings power, and some abuses. There will be always those who can ingratiate themselves with the individual clergyman or guardian and so perhaps obtain more than their fair share of help. This patronage is dear to the English heart.

30. Other vested interests are so many; suspicion in the minds of churchmen so great. The change would demand the diplomatic resources, the tactful policy, the enlightened conscience, and a knowledge of human beings and human nature which politicians and officials do not possess as often as they might.

APPENDIX No. XLVIII.—*Continued.*

31. And the clergy would be suspicious and with some reason. I have seen a guardian who was also warden of his parish church distributing relief at Christmas along with the vicar; each of them possessing full knowledge of the cases, for each had lived many years in the village to which I refer. But the vicar was the more just and reasonable, not so much led aside by private considerations, more judicial and judicious and truly sympathetic. In spite of much which is said to the contrary, the clergy are often more really humane in these matters than their fellow lay-trustees; feeling this they would be suspicious.

32. I don't think the elimination of private pressure, which is so much to be desired in the giving of any form of charitable relief, would be greatly forwarded by such schemes. Yet new schemes there *must* be, and the risk of abuse too. The "good-natured guardian," or the "nice kind gentleman" who is so approachable and so easily swayed by those who know how to deal with him is a great problem. So also is the clergyman who gives out of kindness of heart without knowledge. But the more common type is the guardian, and he does infinitely more harm.

An Absolute Necessity.

33. I should say that the more one looks into Poor Law and other relief, the more one is struck by the insufficiency of the information upon which it is given in large towns. It is not easy to obtain information and relieving officers have much to do besides collect information about their cases. They should be largely increased in number and they ought to have some special training for their work.

34. In this connection I should like to affirm that there ought to be some means of obtaining information rapidly, about applicants for help. There is a large number of well-dressed men and women who travel the

country and seek relief from clergy and others. Probably many are impostors, but some must be *bona fide* cases. There is much casual charity given to such. If there were in every district officers, either directly or indirectly connected with the Poor Law, to which these might be referred with the knowledge that relief and shelter for the time would be offered, there would be much easing of the public conscience. A step forward would have been taken if this information could be obtained, helpable cases aided, and impostors punished.

The Poor Law must be Humanised.

35. When we attract to the service of the poorest and weakest amongst us, the services of the best and most enlightened, much will have been done in this direction. We need all relief given with sympathetic interest and knowledge. We want a guild of social service whose members are inspired with the one desire to help their fellows.

Outdoor Relief much curtailed.

36. Above all other things we must discourage outdoor relief. It is given to unworthy persons. It is accepted by persons whose relatives ought to help them. It fosters lying and deceit. It encourages idleness and unemployableness. It helps to perpetuate a weak race of inefficient persons. It is often cruel to old people. It needs radical reform. When in the few cases it is given it must be adequate and it might then perhaps approximate to an old-age pension.

37. Were some such change with respect to outdoor relief accomplished, I believe that the clergy and all other social workers could be brought into co-operation with the Poor Law, and that private charity and charity as administered by the clergy could all be co-ordinated and correlated.

APPENDIX No. XLVIII. (A.)

(Paper handed in by Rev. J. B. Stopford, Vicar of Leesfield, Oldham.)

COPY OF MRS. D.'s LETTER.

6, P— St.,
G—, Kent.

December 12th, 1906.

DEAR MRS. T. (Honorary Secretary of Mothers' Union),—I am sending a line or two for the festive season to wish you and yours with others a very happy Christmas and a bright New Year.

The time passes round and one doesn't always make an effort to write, but I still remember the kindness I received from you and the members of the Mothers' Union. I hope the branch will still continue to prosper and that you will be greatly rewarded for the effort you have made to promote love amongst us. I find it rather a struggle to keep

going on, but on the other I am very thankful that I keep fairly well in health.

Edith (the girl) keeps better and is still in the home, and Albert (the eldest boy) is doing fine, I feel quite proud of his writing now. I hear from Miss M., the guardian of Teddy. She tells me he is a thorough good child. Little Jim is growing fine as well. He keeps on chattering all day long and is a bit of company for me.

Give my love to your dear mother and accept the same for yourself and kind regards to Mr. Thorley.

Yours very sincerely,

S. D.

A happy time to every member.

APPENDIX No. XLIX.

STATEMENT BY RIGHT REV. DR. WHITESIDE AS TO CATHOLIC CHARITABLE ORGANISATIONS DEALING WITH THE POOR IN THE CITY OF LIVERPOOL, 1906.

PROVINCIAL URBAN CENTRES—LIVERPOOL AND MANCHESTER.

1. *Society of St. Vincent de Paul.*

For visiting and relieving the poor in their own dwellings.

Twenty conferences with 242 active, 125 honorary members. Total members 367.

For the Year 1905.

Expenditure £1,100.

Total offerings received, £1,338. Balance £349.

Visits paid 14,000.

Cases on register of family, 858.

Orphans partly or wholly supported, 6

Boys under care of patronage, 5.

2. *Benevolent Society.*

To supply the clergy with funds for the relief of the sick poor.

The principle of the society is to give each priest 10s. or £1 per month, commencing in November and ending with March, making the heavier payments in mid-winter.

In 1904, £260.

In 1905, £458. (Legacies account for the increase.)

3. *Sisters of St. Catherine.*

To nurse the sick, especially the poor, in their own homes. One house with ten Sisters.

For the Aged.

4. *Little Sisters of the Poor.*

Homes for the aged poor.

Two Homes :—

Belmont Road (St. Joseph's), twenty-four Sisters, 250 old people ; Aigburth Road (St. Augustine's), seventeen Sisters, 150 old people.

For the Young.

5. *Poor Law Schools.*

For the reception of poor Catholic children from the workhouses, to enable them to be brought up as practical Catholics and free from the workhouse taint.

Two schools : *Leyfield* (girls and small boys) under the Sisters of Charity. Twelve Sisters, 300 children ; *Thingwall Hall* (boys) under the Brothers of Charity. Eight Brothers, sixty-five boys.

6. *Father Berry's Homes for Destitute Children.*

1. Our Lady's House for Homeless Babies. Eight babies.

2. St. Anthony's Home for Destitute Children. } 236 children.

3. St. Vincent's Home for Working Boys. } and youths.

4. St. Bernard's Home for training Boys. }

7. *St. George's Home for Working Boys.*—Twenty boys.

8. *St. Mary's Working Girls' Home.*

Under Sisters of Charity.

Seven Sisters, 130 girls. Also night shelter for poor girls.

9. *House of Providence.*

Under the Sisters of the Sacred Heart.

Refuge for young unmarried mothers and their babies. Eight Sisters, fifty mothers, forty babies.

10. *The Catholic Female Orphanage.*

Under the Sisters of Notre Dame. Six Sisters, 100 orphans.

11. *Nazareth House, Great Crosby.*

Under the Sisters of Nazareth. Fifteen Sisters, 260 poor children.

12. *House of Mercy*, Mount Vernon, under the Sisters of Mercy. Training home for sixty poor girls. The Sisters also visit the sick poor when their services are required.

13. *St. Saviour's Refuge* and "*Rosemont*," under the care of the Poor Servants of the Mother of God. Refuge for penitent women, and night shelter where any homeless or destitute woman can find food and shelter for the night. During the year 1906, 189 women were admitted to the Refuge, and 5,005 to the night shelter.

14. *Catholic Children's Aid Committee* to advise with regard to cases of destitute Catholic children.

APPENDIX No. L.

STATEMENT OF EVIDENCE BY REV. J. WILCOCKSON, HON. SECRETARY, CHURCH ARMY SOCIAL WORK, MANCHESTER AND SALFORD

PROVINCIAL URBAN CENTRES—LIVERPOOL AND MANCHESTER.

preliminary.

1. The Church Army commenced social work in Manchester about fifteen years ago, starting with a labour home in York Street, Chorlton-on-Medlock ; this work was afterwards transferred to Upper Brook Street, Chorlton-on-Medlock, and a lodging house added. In 1902 a temporary relief depot was opened in Ogden Street to meet the case of those sleeping-out ; this work was afterwards transferred to 3, Moulton Street, Strangeways, and since continued there. In 1904 another labour home was opened at 34, Smedley Lane, Cheetham. At the present time the Church Army has in Manchester :—

(1) Labour home for twenty-five men at Upper Brook Street.

(2) Lodging home for twenty-five men at Upper Brook Street.

((3) Labour home for twenty-five men at 34, Smedley Lane.

(4) Labour home for twenty-five men at 3, Moulton Street.

(5) Relief Depot for fifty to 100 men at 3, Moulton Street.

APPENDIX No. L.—*Continued.*

Preliminary. 2. Exclusive of the lodgers at Upper Brook Street (who pay for their lodgings and work outside) the Church Army deals with 130 *unemployed men daily* in Manchester and Salford.

Conditions of employment in the relief depôt. 3. The Church Army rarely gives relief unless a work test has been applied. The usual procedure in Manchester is as follows:—Single men (mostly homeless) apply at the Strangeways Relief Depot, Moulton Street at 1.45 p.m.—the officer takes in as many as he can find beds for (there are seventy-five beds altogether); these are given work at wood chopping or cleaning until five o'clock, they are then given food, consisting of bread and soup. Afterwards the clothes of each man are taken from him and fumigated, a night-shirt being supplied to each one as soon as he has had a bath (every man is compelled to have a bath). Each man is allotted a bed, and can sit and smoke in a room provided, until nine o'clock, if he desires, after which he must go to bed; he is awakened next day at 5.15 a.m. Breakfast, consisting of bread and margarine (or jam) with tea, is supplied. By 5.45 every man must be out seeking work in the district.

4. A ticket is given to each one, entitling him to return to the institution at 2 p.m. on that day and the following day (not more than three days per week); the ticket guarantees work, food and bed for two more days, hence the man need not waste his time seeking coppers for lodgings, but can give his whole energy to seeking out work of a more permanent nature. The men so dealt with are termed "casuals," and get nothing for their work except food, bath, and bed. No questions are asked concerning religious beliefs, and they are not compelled to attend any religious service or meeting.

Conditions of employment in Labour Homes. 5. From the men employed at the relief depôt (the casuals), a few are picked out to receive more extended relief—men who are desirous of further help, or who are too weak to have a chance of getting work under private employers until in stronger condition. These are passed on to the labour homes at Cheetham, Chorlton-on-Medlock, or 3, Moulton Street. There the conditions are somewhat different. The men stay in the homes for a period not exceeding three months; they are engaged generally at wood-chopping, being paid "piece-work" wages. After a week or two it is usual for a man to earn 10s. to 14s. per week. Out of this each man pays 6s. for board and lodging, the balance is usually put in the bank, with the exception of 1s. or 2s. allowed to each one for pocket money. Any man desiring to procure clothing or other necessities may draw on his account in the "bank," and when he leaves the home the balance in hand is paid over to him.

6. Whilst in the home each man has to attend morning prayers, and on Sunday must attend the worship of the denomination to which he belongs—usually the men attend the parish church twice on Sunday—Roman Catholics attending the nearest Roman Catholic Church and bringing back a certificate of attendance.

7. Though no vigorous religious campaign is carried on amongst the men, the officer is expected to influence them by his own personal conduct and living.

Hours of employment and food. 8. In the homes work usually starts about 7 a.m., the men receiving a cup of tea before commencing, from 7.30 to 8.30 a.m. the time is occupied by prayers and breakfast; 12.30 to 1.30, dinner, consisting of hot meat with vegetables; 5.30 p.m., tea, consisting of cake, bread and margarine or jam (occasionally varied with meat or ham, *but rarely*). On Saturday work ceases at 12.0 o'clock noon. The men have the evenings and Saturday afternoon to themselves, but must return to the home before 9 p.m. The men are not allowed to take intoxicating liquor on pain of dismissal.

Class. 9. On referring to the entry books at the relief depot I find that of the men applying 16 per cent. are usually tradesmen (fitters, carpenters, etc.); 30 per cent. are semi-skilled (*i.e.*, belong to trades which require some little skill though no apprenticeship is required), and 54 per cent. are unskilled labourers.

10. These percentages seem to have held good during the past three years, and though larger numbers may

apply, according to the state of trade, yet the "mixture" of those applying seems to always follow the percentages given above.

11. This winter there seems less distress than usual, but nevertheless we have 50 to 100 applications daily which we are powerless to entertain.

12. Though we have never kept statistics of the ability of those to whom we have given work, yet personal experiences of myself and officers agree in estimating the ability of the men as follows:—20 per cent. good workmen (either as tradesmen or labourers), 40 per cent. moderate (some slight moral or physical defect), 40 per cent. bad (vicious, lazy, simple, weak, or old).

13. At the relief depot we give help to any able-bodied men, but no man over forty-five years of age is taken into the homes.

14. The homes exist to give men a chance of returning to ordinary employment, and the chance of reforming a vicious man over forty-five years is so remote that we have to give the vacancies to those more likely. Again, men over forty-five years seem to have a difficulty in getting employment, and we cannot keep them in our homes indefinitely, nor do we care to turn a man into the street when three months have expired; hence we reserve the Homes for men under forty-five.

15. The great bulk of the men applying at the Relief Ages. Depot are between eighteen and forty-five (generally between thirty to forty years).

16. We find that the usual percentage of men who do well after passing through the homes is sixty. **Permanent good effects**

17. In the case of ex-criminals, who are also taken into the homes occasionally, the record is even better, and works out at about 70 per cent.

18. We receive appreciative letters from time to time from men who have passed through the homes, though usually after a month or two most of them cease to correspond with us, as they perhaps find it more to their interest to bury their past.

19. It is sometimes asserted that wood-chopping by charitable organisations defeats the end in view, that it throws out of employment as many men as it employs, and causes distress amongst the private wood-choppers. This is not true in this district, for during the past three years the demand for chopped wood has enormously increased; like window-cleaning, the supply has created the demand, and in houses in which the men servants had to do the wood-chopping, "charity" chopped wood is now found, even the more respectable class of working-people have ceased to chop their own wood (as they have ceased to clean their own windows). The "charities" obtain orders for chopped wood which would never be given to private traders.

20. We do not claim to increase the facilities for employment (beyond what is stated in the preceding paragraph, "objection to wood-chopping").

21. The good effects of our work are physical and moral—preventing men from becoming unemployable, helping the unemployable back to employable condition, **Increase of employment**

22. It would seem, from personal observation, that the cause of unemployment can only be stated under a general head, like "Insufficient trade in the country to support the population." This may be due to a great extent, in the first case, to the rush from the country into the towns, and latterly by the employment in the country of labour-saving farm implements devised to meet the scarcity of country labour. **Causes of unemployment.**

23. At the present time trade is prosperous in this district, perhaps we are as prosperous as we ever shall be; but there is still a large amount of unemployment, and amongst the unemployed 20 per cent. good workmen, 40 per cent. moderate. Unemployment does not depend altogether on men's ability, and it is wrong to assume that capable men can get work if they want it; there is a surplus of labour over the demand.

24. It is impossible to suggest a *certain* remedy, but, as experiments, afforestation and reclamation of land ought to be tried by the State; the municipalities generally, as **Remedies.**

APPENDIX No. L.—Continued.

remedies.

shown by their work of the past twelve months, are only able to employ men in work which would have to be done at some other time. Good has been done by the Distress Committees, but only of a temporary nature. Perhaps tariff reform would result in increased employment.

25. My own view is that whatever is tried by State, or municipality, or charity, if it is to do permanent good, must be something which will actually increase the trade of the country or increase facilities for same. The unemployed are lacking work not because they are incapable or vicious, though these are incidents in unemployment and indirect causes, but because there is not sufficient demand for labour.

Work amongst married men.

26. The work of the Church Army in Manchester and district is mostly among men of the "homeless" kind, those who through lack of permanent employment have ceased to have permanent homes; but during the past two winters work has been given to married men who had families to maintain; this was rendered necessary by the inability of the Distress Committees to meet the need, either from lack of funds or inability to provide useful work.

27. Personal observation has led me to infer that the percentages of "class" and "ability" given above in reference to unemployed *single* men, apply also to *married* men who have homes and families. Personal experience in connection with (1) Church Army work; (2) parochial labours; and (3) as one of the chief distributors of Lord Mayor Shann's Relief Fund in 1904-5 has led me to believe that relief without a labour test demoralises and pauperises in almost every case (excepting sick and aged), and no amount of inquiry or investigation can separate the worthy from the unworthy, a work test being absolutely necessary.

28. It will be seen from the foregoing that the Church Army deals generally with a class (*i.e.*, homeless and single men) not provided for (under the Workmen's Employment Act) by the municipalities.

Other classes of unemployed.

29. Above, I have referred only to the work of the Church Army and its effect upon the able-bodied un-

employed. Whilst acting as deputy-chaplain at a northern workhouse, I came to the conclusion that all the inmates would be happier if some suitable employment was found for each one capable of doing light work. There are many for whom it seems impossible to find work in a town workhouse, and they spend their lives in miserable idleness, at a heavy cost to the ratepayers.

Other classes of unemployed.

30. It might be possible to provide work for every inmate (except the crippled) if the workhouses were situated in the country instead of in the towns. To every workhouse a large farm should be attached. The old couples might be allowed to live in homes, each couple being responsible for the care of a number of poultry or pigs. Many of the old folks living in workhouses at the present time might be profitably employed in poultry and pig-farming. The epileptics also could be found more employment, whilst the children, both girls and boys, could be taught dairy and farm work. The Poor Law guardians would be enabled to provide the cities with a satisfactory milk supply, and also do something to solve the "unemployed" question, if they would provide "holdings" for the youths—to become their own after a few years work. This would certainly be better than emigrating them to work for farmers abroad. It would be the means, no doubt, of bringing back into cultivation, many areas of land now lying idle. Some scheme of co-operation amongst the allotment holders would be necessary, but I am convinced that the scheme would turn many of our pauper children into landowners.

Workhouse reform and suggestions.

31. Every board of guardians ought to have power to elect members of the board, in the same manner as education committees. These co-opted members would be persons who had experience as social workers outside Poor Law administration, and would be able to keep the Poor Law in touch with all phases of destitution and unemployment. At present, men are elected to boards of guardians simply because they belong to some religious or political society rather than because they know anything about the cause of pauperism; though no doubt, after a little experience as guardians, they acquire a knowledge of some phases of the question.

Constitution of boards of guardians.

APPENDIX No. LI.

STATEMENT OF EVIDENCE BY MISS FRANCES ZANETTI, INSPECTOR, CHORLTON BOARD OF GUARDIANS.

PROVINCIAL URBAN CENTRES—LIVERPOOL AND MANCHESTER.

nature of appointment and duties.

I was appointed in February, 1898 as Inspector under the Infant Life Protection Act, 1897, to the Chorlton Manchester and Prestwich Unions.

In October, 1901, I was appointed by the Chorlton Board of Guardians as their inspector. In this capacity it is my duty to visit and inspect—

(1) Children nursed for hire or reward, apart from their parents or adopted for a lump sum paid down and not exceeding £20. (Such children are "nurse children," within the meaning of the Infant Life Protection Act.)

(2) Children chargeable to the Guardians—

- (a) In Schools, Homes and other Institutions.
- (b) Boarded-out within and beyond the Union.
- (c) Boys and girls placed in situations or in domestic service by order of the Guardians.

various systems for maintenance of children.

2. I am of opinion that it is well to make use of more than one system for the upbringing of children chargeable to the Guardians.

3. Roughly speaking there are two classes of children to be considered:

- (a) Normal children.
- (b) Children requiring special treatment

Various systems for the maintenance of children.

4. For the former, I consider, that in the case of a union which has a large number of children to provide for the Cottage Homes system is the most suitable, in that as much as possible the institutional element is eliminated, whilst the colony is directly under the guardians' supervision and control.

5. For the second class of children, comprising the defective, feeble-minded, refractory, and "difficult" I am in favour of placing each child in the environment best suited to its individual needs, and would advocate boarding-out for orphans and for children of vicious parents, special schools for the defective and feeble-minded, crippled, deaf and dumb and blind, training ships for refractory boys, and training homes for girls needing more than average discipline and training.

APPENDIX No. LI.—*Continued.*

Various systems for the maintenance of children.

6. Emigration is, I consider, a very useful means of establishing children far away from the influence of undesirable relations.

7. Wherever possible, I am of opinion that children placed out in situations or in homes, should be periodically visited by an official inspector, up to at least eighteen years of age. By this means they are protected against unfair treatment on the part of their employers and receive a fair rate of wages, and also, are prevented from leaving good situations on frivolous pretexts. On the whole, I find that the children do well in their places of service. Since 1900 I have had under supervision 130 girls in service, of whom thirty-five have done excellently, giving satisfaction to their employers and saving money steadily. (One girl, now aged twenty years, placed out in service for the first time in October, 1900, has a sum of £30 to her credit in the Post Office Savings' Bank.) The majority have done well and only eighteen have needed extraordinary care, *e.g.*, removal to a home of a disciplinary character, many of these latter having eventually become well-behaved, and only a small number having persistently refused help.

8. I think it is easier to train girls for domestic service, etc., than to teach a trade to the boys. Our boys are frequently unable to command a standard rate of wages, and I am told by their employers that this is because they practically have to learn every detail of their work. I would like to see technical schools provided for these boys by an amalgamation of unions, the pupils attending the classes to live either in the homes belonging to the unions or in Working Boys' Homes.

9. I should like to see the power of the Guardians strengthened as regards the ins and outs, and the children of tramps and vagrants. Such children degenerate, owing to their undesirable environment when out of the Guardians' care; they derive little good from their short sojourn in cottage homes, etc., and are a real danger to the morality of the other inmates. In my opinion they are the true paupers, who, unless rescued in time, will largely recruit the criminal, pauper and unemployed ranks of the future.

10. It should be permissible for guardians to control up to the age of eighteen years, not only such children as are adopted by them under the Looe Paw Act of 1899, but also those who for a specified time (I would suggest two years, whether continuous or otherwise) have been chargeable to the Union. This would prevent children from being reclaimed, at a wage-earning age, by relatives hitherto careless of their welfare.

Boarding-out within the Union.

11. This system needs revision, children at the present time being usually boarded-out with relatives, frequently grandparents, often too old and too poor to care properly for their charges and apt to regard the money paid to them by the Guardians as a kind of out-relief to themselves, rather than as a sum to be expended for the benefit of the children. Such cases need closer inspection than do those "beyond" the Union, yet the latter are supervised by Local Government Board Inspectors, and the former are not.

Underfed children.

12. I think that the feeding of school children should not be entrusted to the Guardians. The welfare of children is a national question, and any measures calculated to promote it should be the charge of the State. I should like

to see meals provided by the school authorities subsidised by the State, for all children attending certain specified schools. This would, I think, obviate distinctions between children in one and the same school of whom some were fed and others not.

Underfed children.

13. As the Act now stands, its provisions apply only to (a) cases in which more children than one under five years of age are nursed or maintained, for hire or reward, apart from their parents, for a longer period than forty-eight hours. (b) Cases in which any child under two years of age is adopted for a lump sum paid down and not exceeding £20.

Infant Life Protection Act, 1897.

14. It is very important that the provisions of the Act should be extended so as to include cases in which one child only is nursed for a continuing payment. My experience has shown that at present five-sixths of the nurse children in Manchester are excluded from the purview of the Act because of the exclusion of the "one child" cases.

15. I have found few cases of wilful neglect and cruelty, but many in which children are subjected to discomfort and danger through carelessness and ignorance on the part of their nurses, who know little of hygiene and the care and management of children and greatly need the instruction afforded by the visits of an Inspector.

16. I have invariably found that the women desirous of doing well by their nurse children do not resent my visits, and I cannot support the suggestion that, were the "one child" cases under official inspection, respectable women would be unwilling to take a baby to nurse.

17. The exclusion from the provisions of the Act of the cases in which a baby is adopted for a lump sum exceeding £20 is a serious menace to infant life. Indeed, as the Act now stands, it affords numerous loopholes whereby unscrupulous persons can receive a baby and treat it as they please, without coming within reach of the law.

18. The Act provides no penalty for failure to notify a lump sum case, beyond the forfeiture of the whole or a portion of the sum of money received with the child.

19. Failure to notify these cases should be distinctly set out amongst the "offences."

20. There is no compulsion on the persons nursing the children to give notice of a change of address.

21. Guardians have power to remove children only when they are maintained on premises dangerous to health.

22. The Act needs amendment as regards all the above mentioned points.

23. I think that the detention of unmarried mothers of babies born in workhouses, would, if feasible, have an important effect on the infantile death rate. The mother herself would derive great benefit from good food and lodging for a few months after her confinement, and the child nursed by its mother during that time would have a better chance of healthy life than if brought up on upon artificial food and left to the care of a baby farmer.

Detention of unmarried mothers in workhouses.

24. Probably before long amendments in the Factory Acts will forbid a woman to work for a longer period than is now specified before and after her confinement, and will thus pave the way for similar legislation respecting women engaged in other branches of work.

APPENDIX No. LII.

STATEMENT OF EVIDENCE BY P.P.G.M. MELLOR ADDY, PROV. C. S. INDEPENDENT ORDER OF ODDFELLOWS, MANCHESTER UNITY, HUDDERSFIELD DISTRICT.

PROVINCIAL URBAN CENTRES—WEST YORKSHIRE.

1. My experience of friendly and other self-help societies has been largely confined to the Manchester Unity of Oddfellows in the Huddersfield District or area.

2. We pay over £63 per week for sickness and funeral benefits, the members' subscriptions being from 1s. 5d. to 1s. 8d. per four weeks, according to age at entry. Benefits are 10s. per week for twenty-six weeks and reductions after; £10 at death of member and £5 at death of wife; wages range from 18s. to 28s. per week.

3. By an extra contribution saved from tobacco, beer, football, etc., members of friendly societies may provide a small pension for themselves—four lodges of

the Manchester Unity in Huddersfield pay 5s. as a continuous sickness benefit.

4. In our society, we have very few members who apply for out-door relief, but those members of the Manchester Unity and other friendly societies who have applied, have, in Huddersfield, been treated more liberally since the passing of the Out-door Relief Friendly Societies Act.

5. In consequence of the collecting, slate and dividing societies, friendly societies *are not* and *cannot* progress numerically as they did say ten years ago.

APPENDIX No. LIII.

STATEMENT OF EVIDENCE BY DR. J. W. ALEXANDER, MEDICAL OFFICER FOR ARMLEY DISTRICT, BRAMLEY UNION, AND MEDICAL OFFICER (NON RESIDENT) OF UNION HOSPITAL.

PROVINCIAL URBAN CENTRES—WEST YORKSHIRE.

1. I am unable to offer any suggestions as regards administration of the Poor Law except in reference to the working of the Poor Law in the district of which I am Medical Officer, and that only as administered by the Guardians.

2. I think the poor in our district have no difficulty in obtaining medical attendance, as practically anyone in indigent circumstances who applies to the relieving officer can get a medical order. If the medical officer considers the case one for hospital treatment he can

immediately order removal to the union hospital, and there has never been any difficulty in getting serious surgical cases admitted to the general infirmary.

3. It is otherwise, however, with monetary relief or relief in kind given as outdoor relief.

The Bramley guardians give more in outdoor relief than many other boards of guardians do, but even then the small allowance they make is almost entirely spent in rent, coal, and light, leaving the barest possible margin for food.

APPENDIX No. LIV.

STATEMENT OF EVIDENCE BY MR. TOM ATKINSON, EX-GUARDIAN, LEEDS.

PROVINCIAL URBAN CENTRES—WEST YORKSHIRE.

1. In the Leeds Union very few experiments in Poor Law administration have been made.

2. Some six years ago at the erection of the new tramp wards the policy of keeping in the tramps for two nights was tried and turned out to be very successful. The increase in the amount of allowance for test labour was adopted by the board and was not at all a success, but was more an inducement for those applying to keep on the test books as long as ever the guardians would allow them.

3. Children's Homes. The experiment of scattered homes was adopted by the board and is still continued on the same lines. The views of some of the guardians, including myself, at the time was that the scattered homes are not the best means of bringing up the children that the board have been obliged to adopt. There is too much risk of the children coming in contact with those who are altogether undesirable.

4. The constant changing of the foster-mothers in the various homes is not to the benefit of the children. The

APPENDIX No. LIV.—*Continued.*

homes being entirely left at night without supervision also places too great a responsibility upon the foster-mothers and it leaves the door open for abuse, which is a risk I think the guardians ought not to run.

5. I have no hesitation in saying that outdoor relief should only be given in cases of the really deserving poor, and that the amount which is allowed to-day is far too small. If outdoor relief is given to enable really deserving persons to keep their home together it is not sufficient, in my opinion, that a mere trifle (sometimes 6d. or at the outside 1s.) should be left to them after paying the rent from the amount allowed by the guardians. I know that the stand taken by some guardians is that it is cheaper to give outdoor relief than indoor, but this lets in a class of person for relief who, in many cases, would prefer a small amount and beg the rest rather than do any regular work.

6. My experience while on the board was that the bulk of persons applying for relief were not of the really deserving poor. Married women whose husbands had deserted them; women of not very good character; men under fifty disabled through sickness in many cases arising through their own fault; men thrown out of employment by stress of weather or bad trade, who had never made the slightest provision for it. None of these, in my opinion, should be placed under the heading of deserving poor. I have had more than once, in the sections, men apply for out-door relief who have been connected with trades unions, and admitted that they had lost their situations because they were not capable on account of age of doing sufficient work, and had been offered a less wage, but were obliged to refuse it, because their trades union would not allow them to take less than the fixed wage. These are not cases that should ever come before the Poor Law guardians for relief.

7. The causes of pauperism are, in my opinion, primarily intemperance; if not directly, indirectly; parents losing their work from drink, children leaving home or getting married very early to avoid their wages being spent by their parents in drink and idleness.

8. The operations of the Workmen's Compensation Act has thrown out of employment men who would have been kept at their work if there had not been risks of being liable under the Act.

9. My opinion is that many seek to be returned as guardians more from a desire to be styled a guardian

than to do the work of the office. Many are mere units on the board, very few taking any initiative part in the work, voting from a political party standpoint, and especially so when an appointment under the guardians is being made. The chairman, usually a strong party man, uses his position to suit the view of his party, often to the detriment of the service. I have known cases where it has been used, with the help of his political friends, to suit his personal views, and I could give one instance of a very glaring character that occurred during the time I was on the board.

10. The election of ladies on the board is not altogether, in my opinion, an unmixed blessing. With very few exceptions the work is looked upon from a sympathetic point of view instead of from a really business-like point and a desire to carry out the Poor Law. They are apt to give outdoor relief where an order for indoor would be more just. In the provision of materials the ladies have altogether exceeded what was right in buying materials of too expensive a nature. There are portions of the work that can be done by ladies, but, in my opinion, it is detrimental to the whole board if certain members of it cannot take their full part in the work.

11. With regard to the Leeds Union I should certainly say that yearly elections of a third of the board would be a very great advantage. The plan at present is for the whole of the board to retire, which is apt to leave any important work which was just about to be adopted not finished. This has to be done by a new board, who, very naturally, in many cases object to sanction proceedings with which they have had nothing to do and absolutely know nothing about. The consequence has been, with regard to the Leeds Union, that important proceedings have been delayed for many years because of the inability of the board during its short life to get the matters passed through to completion. Again, when the whole board retires as at present, the number of candidates before the elections in some of the wards is so large as to cause confusion. Take Headingley Ward, for instance; the number required is six, which means that the number of candidates for election is twelve and sometimes more.

12. I would suggest that more power should be given to boards of guardians in respect to adopted children. It would be an advantage if they could be boarded out, and thereby removed from the influence of their former associates.

APPENDIX No. LV.

STATEMENT OF EVIDENCE BY MR. A. BANNISTER, MEMBER OF THE HOLBECK BOARD OF GUARDIANS, LEEDS.

PROVINCIAL URBAN CENTRES—WEST YORKSHIRE.

1. This is mostly a working-class district, and the houses are small cottages with rents varying from 2s. 9d. to 7s. per week. We have not very many large works in the place, most of the people work in other parts of the city. What large works we have are clothing factories which employ a larger number of females than males, and a few small engineering and tool-makers' shops.

2. I do not know of any peculiarities or experiments in Poor Law administration in this union except one, and that is we allow more freedom to the old men. This applies to the 1st class only. We allow them out every afternoon when fine, except Sundays.

3. The question of indoor and outdoor relief is, in my opinion, one that ought to have great consideration. Cottage homes for old people ought to be provided instead of forcing them into the "house." The distinctive dress ought to be abolished, more freedom allowed, and the children removed altogether from the workhouse.

It should be compulsory on boards of guardians to make other arrangements, as it is, many boards including Holbeck have a number of children coming into contact with the inmates which is not good.

4. Outdoor relief is not what it ought to be, many guardians instead of giving according to the needs of the case, give according to the age of the applicant. That is that relief committees tie their own hands by fixing the amount to be given by adopting a scale such "as applicants over sixty and under seventy shall have 2s. 6d. or 3s. per week and seventy 6d. or a shilling more." Too often one can hear guardians saying: This is a half-crown case, or a 3s. case. In this union the same thing obtains. This is altogether wrong in principle; if an applicant is considered to be a deserving case, the amount given ought to be sufficient to keep them in food, clothing, and shelter. If we do not give adequate relief we are practically wasting the money that we allow.

APPENDIX No. LV.—*Continued.*

5. The class of people applying for relief are widows with children, widows who are too old to work, old men and sick persons, with a few able-bodied men who cannot get work at their ordinary occupations: these are relieved in the test yards.

6. Old age, widows who have been left with families of small children to rear, and men broken down in health constitute the bulk of our outdoor poor here. One thing I have noticed which is responsible for adding to the unemployed is the tendency to discharge men as being too old to work at forty and forty-five. Also the displacing of men by machinery, the introduction of newer and quicker methods of production, are all factors.

7. It is far from the truth to say as some do that pauperism is caused by the improvidence of the workers. As a working man, living and moving among them, and knowing all their habits. I repudiate such statements. Insecurity of employment is one of the contingencies with which working men and women are faced, along with other things which I have mentioned. A workman however thrifty he may be has got little left to provide for old age when he can no longer work.

8. Business men, retired tradesmen, property owners, and a few working men (who are however in the minority), form the class of persons seeking election as guardians.

9. Outdoor relief is only granted to persons who can satisfy the guardians that they have not brought about their poverty by their improvidence; if unable to do so they are given an order for admission to the House.

When relief is given the maximum amount is 3s. 6d., except in a special case which gets 6d. more. All applications are investigated by the relieving officer who reports on each case to the board.

10. I think it is desirable to make an alteration in the law with regard to orphan children. Where there is an elder brother or sister willing to look after the younger children, guardians should be allowed, if necessary, to give relief; but as the law now stands, help can only be given by boarding-out or placing them with strangers. In my opinion this is wrong. I have known cases where this has occurred, *e.g.*, a sister was keeping the home together and wished to look after her younger brothers, but was unable to obtain assistance because the law said, no. On the other hand if they had been placed with strangers we could have given relief. I think an alteration in this is required.

11. Relief by loan or purchase is desirable. A case we have here will show more clearly what I mean. We have a man on our books doing test work now who has earned a living for years by hawking (he is a cripple with one leg). Having the misfortune to lose the horse which carried his goods about, and not being able to buy another we have to allow relief for himself and wife, whereas if we had been able to buy him another horse, he would have been earning his living as usual. If guardians had discretionary power in matters like these it would be a boon to many poor men and to the unions where such cases arise.

APPENDIX No. LVI.

STATEMENT OF EVIDENCE BY ALDERMAN BROADBENT, HUDDERSFIELD, CHAIRMAN OF HEALTH COMMITTEE OF TOWN COUNCIL, ETC., ETC.

PROVINCIAL URBAN CENTRES—WEST YORKSHIRE.

1. My actual experience has been limited to municipal administration, and I am not competent to give actual experience on the work of the guardians of the poor, nor to any great extent on voluntary work.

2. I have been aware of some overlapping between the Poor Law authority and the municipal, chiefly in connection with small-pox and vaccination.

3. I should not be prepared to advocate the concentration of all medical relief to one authority. The voluntary work in hospitals and dispensaries is carried out so thoroughly and efficiently that it would be, in my judgment, dangerous to interfere with it. That the municipal and Poor Law relief might be combined with advantage is exceedingly probable.

4. So far as my own personal knowledge extends, I think at the extremes of life, in the case of the very aged and in that of the very young, there is evidence of the insufficiency of medical assistance now available. I have known cases, especially of infants and very young children, where medical assistance would have been of very great value, but there is little or none from any quarter that is available.

5. Speaking generally, there has been found to be a very great reluctance on the part of parents to call in medical advice for very young children. The question of expense is undoubtedly one reason for this reluctance; but apart from this, there is a fixed opinion expressed often in the words "Doctors are very little use for babies." It has been one of the direct objects set before our voluntary health visitors to remove this impression and to urge upon parents the advisability of calling in medical advice even in what may seem to be the slight ailments of their children. It does not seem ever to occur to even the

poorest class of parents to call in the Poor Law medical officer, and I think I am not exaggerating when I say that the ordinary working man would resent any suggestion in that direction.

6. In the very short period during which the Huddersfield Corporation have had qualified ladies under the Health Department, there have been ample indications how extremely valuable the services of these qualified ladies would be if available, not only for the first days after birth, but for the benefit of infants a little older and for young children.

7. We had not originally intended them for this work but rather for the giving of skilled advice to mothers immediately after birth so as to secure breast-feeding as much as possible; but it was found by our voluntary visitors that there were numerous cases where medical advice was needed but not called in, and accordingly our qualified lady doctors are gradually being more and more called for by these cases. This evidently is meeting a distinct want and is being more and more appreciated by the mothers, by the voluntary visitors, and by the lady doctors themselves, and that without any interference with ordinary medical practice. It was very unfortunate that this natural evolution was interrupted by a change in the personnel of our lady doctors. This temporary difficulty was soon removed, and the work of the lady doctors is rapidly growing in public appreciation and demand.

8. At the commencement there had been a fear that the visits of the staff of the Health Department might be resented. This has hardly ever been the case; on the contrary there has rapidly developed on the part of many mothers a demand that the lady doctors shall visit. The

APPENDIX No. LVI.—*Continued.*

advantage of skilled advice from a woman, after even so short a trial, has been so obvious to those most concerned that during an unavoidable and temporary withdrawal of it there were frequent complaints. The public demand is now being most effectively met. The great value of this medical aid in the case of infants seems to be two-fold: the advice as to feeding very frequently results in great improvement to the infant's health where there is little danger of death. But the value is further seen from a consideration that has been enforced by actual experience. There arise crises in the first few months of life which, though of short duration, determine the life or death of the infant. The voluntary visitors find that

such help and advice as they can give at these critical times turns the balance. Often the voluntary visitors can render such aid, but when reinforced by the qualified and experienced advisers from the Health Department, the help becomes much more effective.

9. It is perfectly certain that were such skilled medical advice—especially from qualified women—available, and at hand for infants, there can be no doubt that it would be greatly appreciated and used, and would tend to the preservation of life: there would naturally follow as a necessary corollary increase of health and physical well-being in all the children.

APPENDIX No. LVII.

STATEMENT OF EVIDENCE BY MR. F. BUCKLAND, INSPECTOR UNDER THE NATIONAL SOCIETY FOR THE PREVENTION OF CRUELTY TO CHILDREN, LEEDS BRANCH.

PROVINCIAL URBAN CENTRES—WEST YORKSHIRE.

1. I am of opinion that recipients of out-relief are encouraged to apply for charity.

2. The fact that a person receives relief from the rates acts as a recommendation for public charity, because it is assumed that the case has been adequately inquired into and is deserving.

For instance, a man with wife and four children applies for relief, which is given in the form of test labour. He is paid for that labour, part in money and part in food.

The man often finds this to be insufficient to support himself and family, the result being that the wife and children resort to begging. Finding that they can then manage to eke some kind of existence, it invariably happens that the parents lapse into an indolent and thriftless life.

3. I am also of opinion that the number of relieving officers in Leeds is not sufficient to cope adequately with the work, that it is impossible for the circumstances of each case to be properly inquired into and to procure independent testimony relating to the cases. The average number of cases per day to be dealt with by a relieving officer does not admit either of time for investigation of these cases, or for adequate supervision of the existing cases of relief.

4. I would respectfully draw the attention of the Commission to the following state of affairs, that in my opinion requires legislation. That is the liability of the parents of illegitimate children which become a charge upon the rates.

5. The present law does not touch the reputed father of such children except an order is obtained upon the evidence of the mother, which order can be obtained by the guardians if the children become chargeable.

6. Cases have come under my observation where a man and woman not legally married cohabit and raise a family. In such cases it is seldom that proceedings are instituted by the mother, because the father as a consequence of any such action on her part would probably leave her and the children.

7. The mother can only obtain an order in these cases. Should the woman die, the father is immune from proceedings, and if the children become chargeable to the rates, no action can lie against him, and he cannot be compelled to maintain them.

8. Several such cases have come under my notice, of which the following are two examples:—

(a) W. W., a miner, able to earn 48s. per week, cohabited for upwards of seventeen years with J. R., a single woman, and as the result of that cohabitation there were eight children, aged respectively, sixteen, fourteen, nine, eight, six, three years, fourteen months, and baby three weeks. The woman died from neglect at her last confinement. After the interment W. W. absconded and left the six younger children chargeable to the rates.

(b) W. O., a painter, earning good wages, cohabited for sixteen years with A. O., a single woman, and as the result of that cohabitation there were three children, aged respectively, thirteen, ten, and eight years. The man obtained work at Durham and sent the woman for upwards of six months 16s. per week for the children's maintenance. The woman was found to be mentally deficient, and unable to manage her affairs and the children. The man was appealed to respecting this. He at once stopped the maintenance, and the result was the woman and three children were removed to the union, and became a charge upon the rates.

9. This does not seem to me a proper thing, as the father escapes the penalty of his own wrong-doing. I am only able to point out these matters, but am not in a position to say what form the legislation should take.

10. With reference to the question of the extent of co-operation between charity and Poor Law and the possibility of its extension, I cannot see that, on the present system, the functions of the Poor Law and charity societies can be much altered. The Charity Organisation Society and the National Society for the Prevention of Cruelty to Children work in harmonious co-operation with the Poor Law officials.

APPENDIX No. LVIII.

STATEMENT OF EVIDENCE BY MR. J. W. BULMER, MEMBER OF THE BOARD OF GUARDIANS, HUNSLET UNION.

PROVINCIAL URBAN CENTRES—WEST YORKSHIRE.

1. The social and industrial conditions of the union are somewhat varied. In the district in which I reside the occupation is largely mining, which is very hazardous and dangerous, and which brings about to a certain extent premature old age.

Miners' earnings fluctuate very much.

2. Indoor relief in the Hunslet Union is relatively good.

3. Outdoor relief is given sparingly and in most cases is very inadequate. Examples :—

An Aged Couple, aged seventy-six and seventy-four respectively, never had children—saved a little money and finished it before applying for relief. Granted 7s. per week.

This amount is to pay rent, provide food, clothing, fire, and light. Many similar cases. 8s. is the most given in any case.

Deserted Wives.—The policy of the board is to refuse out-relief to deserted wives with less than two children, in fact, however good may be the character of the woman, no deserted wife is granted out-relief without her case being fully dealt with by the whole board. This no doubt is very harsh, and often drives women to follow immoral lives before going through what appears to them such a trying ordeal.

Widows.—It is customary to give relief of 1s. 6d. per head per week for children, and nothing to the mother if she is able-bodied, *e.g.*, a widow left with six children, ranging from twelve to two years of age, received 9s. per week relief. Whole time occupied in attending to

home and family. Impossible to live a decent life on such a meagre allowance. This is a direct incentive to immorality. Cases of which I have seen similar in my experience as a Poor Law guardian.

4. The causes of pauperism are :—the advancement of machinery which has displaced hand labour, and been the means of swelling the ranks of the unemployed ; irregularity of employment ; low wages resulting from the competitive system ; drink and gambling. The latter of which is largely on the increase in this union, and it is to be sincerely hoped the new Betting Act will do something to retard the progress of this evil.

5. I offer no suggestion in the reform of the Poor Law, as I believe the whole machinery should be abolished on economical grounds. In our own union the total cost per head is 14s. 6·5d. for those in the house. This is very costly and in my opinion it could be done much cheaper, more efficient and more humanitarian in other ways, *e.g.* :

(a) By a system of old age pensions.

(b) By the establishment of labour colonies for the able-bodied.

(c) The county and county boroughs to become the authority to erect almshouses, cottage homes, hospitals, and asylums.

(d) The granting of out-relief to be in the hands of the local sanitary authority.

(e) The receipt of relief in any form should not pauperise nor disenfranchise any person.

APPENDIX No. LIX.

STATEMENT OF EVIDENCE BY REV. W. J. COLE, VICAR OF THE PARISH OF ST. MARY'S, SHEFFIELD.

PROVINCIAL URBAN CENTRES—WEST YORKSHIRE.

1. In Sheffield there are several sets of almshouses, built and maintained by private benefactors which give not only comfortable rooms to the persons admitted, but also a liberal weekly allowance :—

(a) Shrewsbury Hospital, with dwellings for twenty men and twenty women, together with an allowance of 7s. weekly to sixty pensioners.

(b) Hollis Hospital at Whirlow, accommodating sixteen poor widows.

(c) Firth's Almshouses, containing forty-eight persons who receive 7s. weekly or 10s. per married couple.

(d) George Woofinden Almshouses, accommodating eighteen persons.

The Effects of these Charities.

2. With regard to the almshouses and the helpful pecuniary allowance given therewith, the people thus befriended are saved from the workhouses in their old

age. Into the rooms allotted them they bring their own furniture and so keep around them the hallowed associations of their former homes. None but the most deserving are admitted into these almshouses, and therefore one never hears of any abuse. The effect is in every way beneficial ; while the existence of such charitable places is certainly a saving to the rates.

3. With regard to the charities specified above and administered by trustees, they help many persons who make no parade of their impoverished circumstances and who would not be disposed to accept Poor Law relief. Some of these grants reach as high a figure as £25 per annum and have proved a perfect Godsend to deserving and destitute people, enabling them to keep a home over their heads. Where the amount is only £10 per annum and distributed among widows these charities have been a precious boon, for when such an allowance has been further supplemented by relatives it has been possible to keep such cases off the rates.

In the possession of such charities Sheffield is specially favoured and fortunate.

APPENDIX No. LIX.—*Continued.**The Effect on the Recipients.*

4. Where the help given is substantial and equal to the needs of the case the effect on the recipient has been pecuniarily and morally beneficial. But where the dole is small, as with some of the Sheffield charities, I fear that not much good is done. "Multum" rather than "multa," assisting a few persons adequately rather than disbursing the same amount of money among the many, would be far more fruitful in its results. The same is true of Church charities. When a deserving case is liberally helped, gratitude is called forth and the person put once more upon his feet, but where ordinary relief tickets are given out, small in value though many in number receiving them, the effect is not altogether wholesome.

5. The distribution of Church charity leaves much to be desired. It is rarely adequate, because where the needs are greatest there the resources are often least. It is isolated and therefore likely to cause overlapping and sectarian rivalry. "Where," says Francis Peabody with some truth, "do hypocrisy and fraud find so many credulous victims as among the pious? Who are so emotional in their philanthropy and so hard to convert to self-restraint and to scientific methods as the religious people? Where does divided effort so often duplicate relief and encourage deception as in the schismatic generosity of the divided Church?"

6. When the clergy, after personal investigation, relieve cases of sickness the effect upon the recipient is generally beneficial, but to scatter relief tickets to other applicants is frequently to breed the spirit of the parasite and of the hypocrite. I should like to see those distressed persons who are not in personal touch with any of the churches, dealt with by a central committee so that overlapping and deception might be avoided. The clergy have had little or no training in the administration of relief. What they have learnt has been acquired in the school of experience, where the tuition fees were somewhat heavy.

The Effect of Poor Law Relief.

7. Speaking of Sheffield I am only too pleased to testify to the humaneness and tender consideration shown by the guardians. Recipients have been loud in their praise for the kind way in which they have been treated.

8. I should like to see the Poor Law methods amended in these directions:—

(a) More money distributed in outdoor relief and less upon the upkeep of the workhouses themselves, more spent in relieving destitution in the homes of the poor and less upon bricks and mortar.

The so-called "workhouse test" requires modification. Instead of asking destitute people to come into the "house" might they not be a little more encouraged to keep outside by the assistance of outdoor relief? I urge this, first on grounds of economy, and secondly for moral reasons. Once admitted, the spirit of self-reliance and of self-effort is likely to suffer from atrophy, whereas help given during a period of distress might tide over the time of misfortune and stimulate them to help themselves.

(b) Take the case of a widow who has only a married daughter. Her son-in-law is not legally bound to maintain her. He however offers her a shelter, but as his weekly wage is not high he asks her to contribute something towards her keep. She applies to the guardians. They refuse to grant her outdoor relief and instead offer to receive her into the union. Surely that is unwise, unfeeling and uneconomical!

(c) The promiscuous herding of all sorts of people in the wards of a workhouse is most injurious, and feeds the very evil that the Poor Law system is meant to cure. I should like to see a discrimination of classes so as to preserve the less fortunate from the contaminating influences of others who are now to be found in the same ward.

I have visited old people in workhouse hospitals who, through no fault of their own, have had to seek admittance. Many of them had refined tastes, spiritual ideals, and yet were placed in wards where they had to herd with others whose nature was coarse and whose language was revolting. When such persons are able to walk about they can to some extent avoid uncongenial company, but when they are stretched upon a bed of chronic sickness they have no escape.

(a) Another hardship. When a man is visited by the Poor Law medical officer he can receive medical attendance and medicine without being disfranchised. When, however, he is admitted as an in-patient into the workhouse hospital he loses his vote as a citizen. This deprivation is peculiarly harsh and for this reason. The local hospitals, either through their abuse or through lack of accommodation, are unable to receive every deserving case. The man must either be content to stay at home, where his speedy recovery is handicapped, or he must go into the union hospital, where he has a better chance of regaining his health. Should he adopt the latter course, which from every point of view save that of franchise is the wiser one, he must lose his vote. In Sheffield the working man is very jealous—and naturally so—of his privilege of citizenship. Rather than be disfranchised he will stubbornly resolve to stay at home for medical treatment even though it may mean delay and discomfort to himself and family. Voluntary hospitals in their accommodation are not keeping pace with the increase of population. Hence the point of hardship to which I have alluded.

9. One can only hope for closer co-operation between charity and the Poor Law when the former is more properly systematised and distributed through some central agency. If this were done and a register kept to which the guardians might have access, not only would overlapping be avoided, but frequently it might happen that these charities could take over cases now relieved by the Poor Law and so increasingly the one could displace the other.

10. The possibility of substituting charity for out-relief seems only possible by the bold introduction of the Elberfeld scheme or by an adaptation thereof. Such an adaptation, and with cheering results, is now being worked in Bradford, Halifax, Bolton, and Eccles. Sheffield has just launched its Guild of Help on similar lines. In this direction lies some hope that by the co-ordination and wise use of charity its power for good will be increased and its injurious tendencies checked. The Sheffield Guild of Help does not intend to quiet the restless and indigent poor by the anæsthetic of relief, but rather to quicken the discouraged life by friendly personal sympathy and timely succour. It is an attempt to substitute relief by love instead of relief by law, as will be gathered from the following objects:—

(i.) To deepen the sense of civic responsibility for the care of the deserving poor and to promote through personal service, a neighbourly feeling among all classes of the community.

(ii.) To provide a friend for those in need of help and advice; to make it easier to discover the deserving poor, and to render it more difficult for the idle and undeserving to trade upon the charitable impulses of the public.

(iii.) To discourage indiscriminate almsgiving by private persons, inasmuch as it tends to perpetuate the evil it is intended to remedy; and to organise methods whereby the generosity of such persons may be wisely directed.

(iv.) To co-operate with all existing charitable agencies in order to prevent overlapping.

(v.) To arrest the inroads of poverty in order to prevent the poor from sinking into destitution and to ensure, so far as possible, that *the home of no deserving family shall be broken up*.

(vi.) To encourage the needy in efforts towards self help, and to aid such efforts by friendly counsel and personal assistance.

APPENDIX No. LIX.—*Continued.*

(vii.) To consider the causes of poverty in the city and to bring influence to bear, through public bodies or by private effort, so as to effect their removal.

11. The success of this scheme depends, not so much upon money, as upon the men who will volunteer as helpers and in whom is the spirit of social service, patriotic citizenship, and true charity. Through these helpers the guild will become a clearing house for cases of genuine distress, transforming spasmodic and thoughtless charity into well directed channels, arresting poverty in its initial stages so that it shall not slide down into chronic destitution.

12. The charm of the Guild lies in the fact that its operations will be carried on almost entirely by voluntary agents—a feature worthy of encouragement and development. Instead of the relieving officer, mechanical, official, in his uniform of red tafe, there will now be the voluntary helper whose aim it will be to interest himself

personally in the case brought under his notice, and catch the family before destitution.

13. Between the suburbs and the slums there is to-day a gulf, bridged over indeed by cheque charity, but which too often intensifies the misery it longs to alleviate. A more effective bridge is that of personal service which, if properly constructed and utilised, might do much to prevent many hapless people from coming on to the rates as recipients of Poor Law relief. The Guild of Help has been formed to call forth this personal service with a view of offering the wisest assistance to the multitude ready to perish. How far it is likely to succeed is borne out by the experience of Bradford where, after one year's trial, the unanimous testimony was this, "amply justified; far beyond the expectation of the most hopeful."

14. The city of Sheffield is now divided into ten divisions with its divisional chairman; each division into ten districts with its district chairman; each district into ten or more sub-districts under the personal care of a helper who will visit the people in his own sub-district.

APPENDIX No. LX.

STATEMENT OF EVIDENCE BY MR. WALTER COLEMAN, MASTER OF THE LEEDS UNION WORKHOUSE.

PROVINCIAL URBAN CENTRES—WEST YORKSHIRE.

1. Leeds is a big manufacturing centre—the largest proportion of its people being factory workers. The wages of the labouring classes are not very large; and, owing to the ebb and flow of trade, many are thrown on the rates.

2. I find that the average age of persons entering the workhouse is about fifty years.

3. Take a case of this sort: A large fire occurs at a large factory—the hands are at once thrown on their own resources: this of itself causes many to come on the rates.

4. I think in most cases the workhouse should be offered to applicants for relief, but unless under the circumstances described in the next paragraph, no person should be forced into the workhouse; the relieving officer should watch each case closely, especially after the first application—to note the real necessities of the case. In all cases where out-relief is resorted to, it should be more adequate, and not the small sum which is often given, viz., 1s., 1s. 6d., 2s. 6d. These sums obtain in most cases, but each should be judged on its merits.

5. I think the guardians might have power to cause persons to enter the workhouse where it is shown they have no one to look after them, even if out-relief is granted.

6. Generally speaking, the class of persons applying for relief are widows, widowers, single women and single men—the first-named through the loss of the breadwinner, and being thrown on their own resources; the second, in consequence of their being broken down in health, their mode of living, and their not being able to look after themselves. Single women often become paupers through having illegitimate children; others are of weak mind and are not capable of looking after themselves. Single young men also become paupers through bad health and general debility.

7. Intemperance, laziness, Compensation Act, keen competition in trade and stress of modern life whereby the weakest go to the wall, and the "too old at forty" theory, are the chief causes of pauperism.

8. In my opinion there has been a deterioration in the class of members of boards of guardians in general; this has been especially the case since the passing of 1894 Act, under which the persons who seek election are not subject to any rateable-value qualification.

9. In my opinion all the Local Government Board Orders should be consolidated, and put into more simple form; they should be brought up to date or made more elastic.

10. A law should be made to prevent guardians resigning their positions in order to apply for appointments under the same board.

11. The heads of the Poor Law service should be appointed only by the Local Government Board by promotion on the grounds of merit, capabilities and experience; this would stop out-siders who have had no experience in the management of a workhouse or infirmary being appointed to any responsible position.

12. The administration of workhouses should not be left to the caprice of the guardians; this should be placed more in the hands of the inspectors and master. I firmly believe in governing an institution by tact and common-sense.

13. One thing should be delegated to the master, especially in the larger unions—power to give to inmates leaving the house clothing and food to meet the circumstances of the case, as a man with shabby and worn-out boots and clothes stands no chance of getting employment. Furthermore, if necessary, genuine cases should be allowed out at 5 a.m., to enable them to start work first thing in the morning.

14. Guardians should be compelled to put up separate married quarters for old deserving couples.

15. The proper classification of inmates to be put into force, viz., first, second, third, fourth, fifth and sixth; generally to keep the good from the bad, and this to a large extent would be done if the workhouses were large enough for the purpose. I fear, however, such could not be done without a great outlay on the part of the guardians; and this many of them decline to undertake or be parties to.

16. The guardians should be granted power to detain in workhouses simple-minded women who are unable to take care of themselves outside.

17. The admission tickets to the workhouse, issued by the guardians and relieving officers should be for a period only, viz., 7, 14, 21, and 28 days. No one should be allowed to stay in the workhouse for months and years, "without seeking employment" as they do at present. Of course there will be exceptions to the above.

APPENDIX No. LXI.

STATEMENT OF EVIDENCE BY MR. ARTHUR COOK, CHAIRMAN BOARD OF GUARDIANS,
BRAMLEY UNION, LEEDS.

PROVINCIAL URBAN CENTRES—WEST YORKSHIRE.

1. The Bramley Union consists of both industrial and agricultural classes. There are various kinds of trades, including engineering, manufacturing, brick works, etc., and consequently we have a great number of the labouring and poor classes. Having had a depression in the building trade for some time, we have had a great number out of employment, some only temporarily, whom we have had to relieve one way or another.

2. To meet the different classes of persons applying for relief we have tried several kinds of test labour, including wood-cutting, digging, etc., and by this means we have been able to find out the *bona-fide* workman. As a guardian I am of the opinion that there should be two distinct methods of administration, one for the *bona-fide* applicant and one for the indifferent.

3. I would strongly advocate out-relief to the deserving poor and to those who have been overtaken by misfortune through no fault of their own.

4. With regard to indoor relief, there ought to be two distinct methods of administration, one for the deserving and one for the ne'er-do-well and those who may become applicants through wasting their earnings in many ways.

5. The classes of persons applying for relief are aged poor (both sexes), persons who are not old but cannot get

work, persons who are not strong physically and therefore cannot get work.

6. The chief causes of pauperism are indolence, drink, feeble-mindedness, and misfortune in business.

7. The class of persons seeking election as guardians are retired business men, tradesmen (various), persons desirous of seeing the rate-payers' money properly spent, and the poor cared for.

8. The relief given in this Union varies from 2s. 6d. to 4s. each to the deserving, to the able-bodied test work, half money and half kind, amount allowed according to each case.

9. I desire specially to bring forward the following recommendations :—

(a) That labour colonies should be established and placed under the control of the State, to which the habitual vagrants should be committed.

(b) That grandparents should not be liable for grandchildren.

(c) That a law should be passed whereby boards of guardians should have power to grant assistance in respect of children who have been left orphans and whose relatives will undertake the charge of them.

APPENDIX No. LXII.

STATEMENT OF EVIDENCE BY MR. S. COOPER, RELIEVING OFFICER OF THE BRAMLEY
UNION, LEEDS.

PROVINCIAL URBAN CENTRES—WEST YORKSHIRE.

1. My district comprises the New Wortley and Upper and Lower Wortley districts of the Parish of Armley and Bramley. At the census of 1901 the population was 27,000; 1,013 acres. The New Wortley district is practically taxed to its utmost limits, so far as housing accommodation is concerned, and certain areas therein are overcrowded to a considerable extent. The people are, generally speaking, of the artisan type, but in the congested areas they are improvident and unthrifty. With regard to the Upper and Lower Wortley districts, the same remarks apply comparatively, although there is much more vacant land and consequently greater facilities for building more dwelling houses.

2. There are several very large works in and about my district, viz., engineering, forges, cloth and woollen mills, boot factories and a few ready-made clothing houses. The people employed in these works however, do not for the most part reside in my district, the better class of artisans having removed to better class districts, good electric car service helping this matter considerably.

3. There are not, to my knowledge, any peculiarities, neither have there been any experiments in Poor Law administration, *i.e.*, so far as outdoor policy is concerned.

4. *Outdoor Relief.*—If judiciously administered, can be made a great factor for good amongst the poorer classes of people, otherwise it is most pernicious in its effects, having a tendency to supplement wages, displace

independent labour and produce indolence, giving no incentive to individual effort, but rather destroying any that exists.

5. Deserving cases to which adequate relief should be given, represent but a very small number on my list. I generally find deserving cases are reluctant in making applications for relief.

6. *Indoor Relief.*—The workhouse order should, very much more frequently be made the true test of destitution. Many able-bodied men have been receiving out-relief continuously for over twelve months, whereas I am confident if the workhouse order was offered, it would be promptly refused and the men would endeavour to get other work. Indoor relief acts as a deterrent to a greater extent than out-relief. Workhouse orders would be refused but out-relief taken without any hesitation.

7. The majority of the people who apply to me for relief are indolent, unthrifty, shiftless. As previously stated there are a few deserving cases where every endeavour has been made to make provision for themselves and dependents, but without success. Many of the old people who apply for relief appear to think and even go so far as to say that, having paid rates for so many years, they are entitled by age, etc., to relief, irrespective of their general financial condition, practically treating the Common Fund as a sinking fund or bank.

APPENDIX No. LXII.—*Continued.*

8. A good many people, *e.g.*, a son-in-law and wife take an old person (wife's mother) to reside with them; they *both* go out to work and the mother who is also receiving relief, does the household duties. The ratepayers are thus practically providing for these persons a servant, who is also helping to keep out of employment probably a young widow.

9. Young women with one or two children apply for relief at very first opportunity, making no attempt whatever to provide for themselves.

10. I have taken notice of the relationships of paupers and find that several families in receipt of relief are related to one another. This may be attributable to the fact that when children see that parochial relief is received by their parents without the least compunction, they consider it a certainty to fall back upon in later life or at any time of trifling misfortune.

11. I find the people in the congested areas to be the most improvident. Even when only in receipt of a very small allowance of out-relief and having nothing else whatever to depend upon, they spend a good proportion of it in drink.

12. In the centre of the city of Leeds much slum property has been demolished and new property put up at enhanced rents. Consequently the slum dwellers have been made to seek dwellings to suit them. In the vicinity of the gasworks, New Wortley, the rents of houses are very low, owing to the unhealthy surroundings, etc., and a good number of the persons mentioned have come to live here. In some cases a whole family live in one room, no attempt whatever being made to separate the sexes.

13. *Drinking* if not directly, is indirectly, the cause of much pauperism. In the congested parts drinking places and off beer licenses are numerous and there is therefore a great deal of temptation to drink. I have found by night visiting that many of the recipients of relief are indeed heavy drinkers.

14. *Indiscriminate Charity* is most baneful in its effects and its almoners by *not* making any or sufficient enquiries destroy their object, because instead of helping the poor to help themselves, they really teach them to always look to others for support.

15. The clergy in this locality are most generous, but very few enquiries are made by them in my opinion. I have frequently conferred with them and the Charity Organisation Society in cases which I found were endeavouring to obtain assistance from all quarters. Some means whereby lists might be exchanged would be beneficial in putting a stop to a lot of overlapping. I have expressed this opinion to the Society and offered at all times to render any assistance I could, but up to now no action has been taken.

16. This district was in a very bad state four years ago when I took it over—over 500 paupers on weekly list and out-relief £52 to £56 weekly; now this week the numbers are respectively 370 and £40 to £45.

17. I have had to persistently visit and make enquiries, as much depends on a constant watch on doubtful

cases. The greater part of the "Cross and Catch" visits have been made during the evening. Better results would be shewn if the congested area of New Wortley were given to one relieving officer who would spend his time exclusively there.

18. The board of guardians is composed for the most part of retail tradesmen who have shops in the districts they represent. There are also two or three rather large employers of labour.

19. There is no system applied to the administration of out-relief in this union. Each case is supposed to be taken on its merits.

20. I think that where relief committees dispose of applications for relief if the guardians of one district were to hear the cases of another district, and vice-versa, there would be more impartiality in the consideration of cases than at present prevails, owing to the personal interests, etc., of some guardians.

21. The spirit of the Poor Law, if strictly administered, would be somewhat of the nature of a palliative to the further increase of relief. That is to say, the condition of the pauper should not be made in any way better than that of the poor but independent class of person.

22. The distinction between what should be the position of the pauper, and what should be the lowest mark of independence, is very fine, but a *bona fide* attempt to adhere to the strict principle would undoubtedly result in much good.

23. It appears to me that, under certain circumstances, guardians should be able to compel the following persons to go into the workhouse: viz. (1) The old and infirm, who have no one to attend to them and who live alone; (2) a young widow with family, who has been refused out-relief on account of immorality or any other serious matter, when workhouse order has been granted but refused. Under present conditions great responsibility rests upon the relieving officer in such cases.

24. With regard to boards of guardians I think that a higher qualification should be necessary before election. Since the advent of the more democratic element relief has been considerably on the increase. A longer term than three years is necessary in my opinion, to enable a guardian to become intimate with the administration of the Poor Law.

25. Under the present system, it seems to me, a member or members are just becoming qualified to act with knowledge and tact when their term of office is about to expire, and therefore I would suggest five years at least as the length of time to hold office.

26. The Central Authority should control the matter of officer's salaries as great discrepancies exist under the present system, which appears to be most unfair in a great number of cases.

27. A more uniform system of payment for work done would be most acceptable to many.

28. Offices should be provided for relieving officers, especially in low class districts. Their work should not be done at their residences.

APPENDIX No. LXIII.

STATEMENT OF EVIDENCE BY MR. GEORGE M. CROWTHER, CLERK TO THE GUARDIANS OF THE BRADFORD UNION.

PROVINCIAL URBAN CENTRES—WEST YORKSHIRE.

1. The Bradford Poor Law Union is entirely urban and is wholly comprised in the city of Bradford; it contained a population in 1901 of 228,625, with an area of 10,802 acres.

The city of Bradford is the centre of the textile industry and the workers are dependent in a very large measure on this single industry for their livelihood. By far the lowest paid class (apart perhaps from the unskilled outdoor

labourer) is that of the labourers in woolcombing and wool washing works and when it happens that there is slackness in this portion of the textile trade a large proportion of this class is obliged to seek relief.

2. More than most trades the textile industry provides work for women and children, and thus it occurs that in many cases where the head of the family is out of work

APPENDIX No. LXIII.—*Continued.*

there is sufficient income from the wife and children or other resident relatives to maintain all.

3. So impressed have the guardians been with the evidence substantiating this fact that in their regulations for the administration of outdoor relief the following rule appears :—"No. 8.—Outdoor relief shall not be granted to persons residing with relatives where the united income of the family is sufficient for the support of all, whether such relatives are legally liable to maintain them or not."

4. The ascertaining of these particulars of income alone causes a stringent inquiry to have to be made into the cases applying for relief and my experience convinces me that the relieving officer's inquiries are not generally complete enough for the purpose but should be supplemented by an independent investigator (preferably a lady) the result of whose inquiries into each case should be given in writing and form a case-paper.

5. These case-papers are, in this Union, submitted to a committee consisting of the whole of the members of the relief committees in the presence of the relieving officers, and such alterations are made in the orders previously given for relief by the committees as the new facts ascertained justify.

6. This consideration leads me to refer to the methods of poor relief which are more or less peculiar to this Union. The Union is divided into three wards for election purposes corresponding to the parliamentary divisions of the city; each ward returns seven members who are elected for three years. Thus no guardian can be said to represent any small ward, township, or parish and he does not feel it incumbent upon him to act as the champion of any special case, such championship being one of the greatest drawbacks to uniform administration that I know of.

7. To eliminate still further the possibility of the advocacy of special cases, the board has adopted the method of rotation of members on the Relief Committees and to secure at the same time, as far as possible, uniformity of treatment of applicants a permanent chairman for each committee is appointed and a scale of relief fixed which cannot be altered in any case without the concurrence of the whole of the guardians sitting as a Revision Committee.

8. The uniformity aimed at is that each case shall be considered from the following points of view, viz. :—That the status of destitution varies according to the needs of the individual, but that in considering the manner in which relief should be given the family of the recipient must be considered as the unit; that the ultimate benefit to the individual and the community should be the first consideration; that the condition of the able-bodied recipient should be less eligible than that of the independent labourer, but that the relief should be adequate to the needs of the family. If these aims are strictly borne in mind in granting relief the comparative merits of indoor and outdoor relief are lost sight of inasmuch as the needs of the individual, or the interests of the community, dictate in each case which of the two shall be given.

9. The guardians of this union have endeavoured for the last three years to carry out a policy of classification, i.e., to discriminate in granting relief so as to put the recipient in the proper class and then to deal separately with each class. The classes so dealt with are :—

(a) *The Able-Bodied Men and Women* who would spend in drink or gambling any relief allowed, persons living in common lodging houses, all young single men or women. These persons will be admitted into a test workhouse and given a definite task of work to perform each day and their diet will be as simple as can be provided commensurate with health.

(b) *The Able-Bodied Married Men, with Wives and Families*, temporarily out of work who are decent members of society. The men are given a task of work to perform, ample time is given them to seek for work, and the relief allowed is outdoor relief according to the scale which has been calculated so as to secure as far as possible the two objects that it shall be adequate and that it shall not exceed the wages of the ordinary unskilled labourer.

(c) *Widows with Children*.—Until the children are old enough to work and support the family a special scale of outdoor relief is granted if the woman is endeavouring to bring up her family decently. If she can make arrangements for the care of the children she is taken from the relief list and placed on the list of scrubbers. If she has made no endeavour to help herself an order for the workhouse is granted for her, and her children are sent to the cottage homes.

(d) *Children*.—No children between the ages of three and sixteen enter the workhouse wards. Under three they are provided for in a separate building, used as a nursery, with a special staff of attendants. All other children (unless sick) are drafted at once to a central home, and their cases are considered from the central home, if likely to become permanent, they are placed in scattered cottage homes, or boarded out beyond the union, or in a suitable institution (such as for the blind, epileptic or feeble-minded), or on a training ship.

(e) *Old and Infirm*.—The respectable old people who have no relations or friends with whom they can live are classified by being provided with cottages, two in each cottage, situate some miles from the workhouse—each old person being allowed perfect liberty. Old people who have conducted themselves in a reasonable manner living with relatives or with friends are granted a special scale of outdoor relief. The aged poor whose conduct in the past has not been of a nature to justify special treatment are provided for in the infirm wards of the workhouse.

(f) *The Sick*.—The special efforts the guardians have made with respect to the sick poor are the provision of an indoor staff of medical attendants, male and female, and a trained nursing staff in numbers and qualification equal to the ordinary general hospital. The guardians have provided for the phthisical sick in the incipient stages a sanatorium on a suitable site in the country and all persons resident in the union found to be in that stage of the disease, whose income does not allow them to reside at a private sanatorium, are accepted on the recommendation of their private medical attendant. Medical aid is freely given where the income of a family is below that of the ordinary unskilled labourer. The experience of our relieving officers does not justify the alarms of some Poor Law administrators, who are afraid that medical aid leads to the recipients more readily seeking other relief. Many old persons to their knowledge managing quite comfortably on their small incomes, but compelled to seek medical aid from the Poor Law in case of illness, never seek other forms of relief—the same is the case in many families where the man is out of work or employed very casually, the income is sufficient for their ordinary needs, but not when any strain is added. Medical aid from the Poor Law is often more readily obtained than is a recommendation for an outdoor charity, and is not so easily abused.

10. The above mentioned classes are the ones guardians have mainly to deal with. The main cause of their seeking relief, apart from the obvious ones which apply to the whole country, is, I think, in this union the fact that nearly the whole prosperity of the city depends upon one industry; when that is depressed, when worsted mills are working short time, for instance, and father, mother, and children are all possibly employed in the same factory, the only resource is the relieving officer until better times return.

11. Whilst fully aware that the ultimate responsibility for the relief of destitution remains with them the guardians of this union have in every way sought to co-operate with the charitable institutions and the public authorities of the city. For instance, acting on behalf of the Education Committee they have administered a voluntary fund raised by the Mayor amounting to upwards of £1,800 for the feeding of underfed children.

12. The superintendent relieving officer and the district relieving officers are in constant communication with the City Guild of Help (a voluntary association for assisting the poor without giving direct weekly doles of money),

APPENDIX No. LXIII.—*Continued.*

with the Charity Organisation Society, and the various hospital authorities, with the object of either recommending to them cases of temporary distress which might be met by one or other charity or of undertaking to make enquiries and giving relief where necessary in any case to which their attention has been called.

13. I may say here that I am afraid many Poor Law officers are not aware, or ignore the fact, that any responsible person may apply for relief for any case of destitution that comes to his or her notice and that it is the duty of the relieving officers to attend to the case just as readily as if a personal application had been made. In many such cases my own attention has been drawn to them and they have been dealt with by the relieving officers.

14. An arrangement has been arrived at with the blind institution and the police authorities whereby the male adult blind are taught to earn their own living in a home specially provided for the purpose, the guardians guaranteeing the whole cost of maintenance and the police under-

taking to rid the streets of blind beggars by arresting them and asking the magistrates to give them the option of going to the home.

15. The superintendent relieving officer and myself are in constant communication with the officers of the National Society for the Prevention of Cruelty to Children, and I do not hesitate to give an order of admission to the workhouse for the officer to use in any case of neglect or cruelty to which he calls my attention.

16. Since the issue by the Local Government Board of the Relief (School Children) Order, 1905, many cases of cruelty to children have come under the notice of the guardians and I have been instructed to forward the particulars of them to the officers of the National Society for the Prevention of Cruelty to Children. In all, sixty-five cases have been so sent directly owing to the enquiries made under the Order. The Society has taken steps in each case and the results, as supplied by the officers of the Society, are as follows:—

Cases warned and improvement followed	Cases where children removed from parents.	Insufficient evidence.	Committed to gaol.	Still under observation.
48	6	5	4	2

17. I consider the encouragement given by the guardians to me and through me to the superintendent and the relieving officers to deal promptly with all cases recommended in the way I have described has resulted not only in the alleviation of much distress but in the reduction of pauperism.

18. When one considers the detail work required in the carrying out of a proper administration of the Poor Law, the first qualification for a guardian appears to be that he should have ample time at his disposal. A man, however able he may be, who is absorbed in business cannot give that patient attention that every case needs for properly dealing with it. Apart from this absolute requirement in the large boroughs (which does not apply in the same degree to a town councillor) the guardian is drawn from the same class as the town councillor but from a smaller field of candidates, owing to the greater demand upon his time and the often tedious nature of the work.

19. One suggestion arises in considering the question of the *personnel* of boards of guardians and that is the desirability of ensuring that one woman or more should, either by election or co-option, be appointed on every board. The care of the sick and of the children is their peculiar province, and also, what I think should not be lost sight of, they can and do take an interest in the welfare of the female officers, an advantage upon which I need not dwell.

20. Two or three points in Poor Law or practice have been impressed upon me as needing reform:—

(a) Power should be given to the Local Government Board to ensure that an adequate staff of relieving officers should be appointed in each union and the Board should be enabled to veto any appointment which does not provide for the officer being freed from extraneous duties, and for a reasonable educational standard. When the staff exceeds three a superintendent is essential to act directly under the clerk.

(b) I suggest that the appointment of a collector of repayments at a commission, especially if he is also a relieving officer, should be forbidden, as I have reason to believe that the practice often results, to say the least, in a reluctance on the part of the officer to refuse relief if the applicant has relatives legally liable and able to repay.

(c) The law of settlement might be altered to advantage by making the area of settlement the same as that of irremovability, *i.e.*, the union instead of the parish.

21. On the larger question of the reform of the Poor Law, it appears to me that no obstacle should be placed in the way of an applicant seeking relief, but that when once his case has been taken up, it should be dealt with entirely from the point of view of the benefit to the community. That to secure these two objects one authority only should deal with all cases which have to be supported by the community and that all areas of administration should be simplified in order to bring within one boundary all those having one common municipal or civic interest.

22. I am referring more particularly to urban areas and I feel it would be a great advantage in securing an inter-relation between charitable agencies, the health and educational authorities (with which the Poor Law authority is, or should be, in close connection), and the guardians if their interests were all contained within one common boundary.

23. If it were fully understood that when charity fails persons unable to support themselves from whatever cause should be dealt with by the Poor Law authority, and none other, in one defined area, a great many questions would fall into their proper places.

24. In conclusion, I should like to add that I believe any lessening of the control of the Local Government Board, especially in regard to the appointment and control of the superior officers in the Poor Law Service, would be disastrous.

APPENDIX No. LXIV.

**STATEMENT OF EVIDENCE BY THE REV. W. H. DYSON, COUNCILLOR, A. WHITWORTH
AND MR. JOHN MORTON, VICE-PRESIDENTS OF THE HUDDERSFIELD CHARITY
ORGANISATION SOCIETY**

PROVINCIAL URBAN CENTRES—WEST. YORKSHIRE.

**I. AN ACCOUNT OF THE OPERATIONS AND EFFECTS OF
ANY OR ALL OF THE CHIEF CHARITIES IN THE NEIGH-
BOURHOOD.**

HUDDERSFIELD CHARITY ORGANISATION SOCIETY.

1. The work of this Society is indicated in the following statement printed in each annual report :—

What can be done by the Charity Organisation Society.

I.—What the Committee will do, if they can, for persons in distress.

(1) They will visit and inquire into any case brought under their notice by subscribers, and forward a report and advise. They will do their best to secure assistance such as may be required, either from institutions, charitable agencies, or will act as a medium for the distribution of such assistance as the subscriber may desire to render, or make a grant from the means at their own disposal.

(2) They will, in suitable cases, give help in severe sickness, procure medical treatment, arrange for admission into hospitals or the infirmary, or other local institutions, and, when the time comes for a change of air, into convalescent homes.

(3) In times of distress they will endeavour to help those who can be permanently benefited and again made self-supporting. Inquiries must of course be made and it has not been found that the deserving poor object to such inquiries, as it is done with great prudence and consideration.

(4) In deserving cases of immediate need, the agent when necessary, will give relief at once, without waiting for the result of inquiries

II.—What the Committee will not do.

(1) They will not knowingly encourage thoughtlessness and improvidence.

(2) They will not encourage the drunken and discourage the steady and industrious by spending money on families when the wage-earners waste their wages on drink, or squander them on other vices.

(3) They will not undertake the duties of other people by assisting those who should be dealt with by the Poor Law, or who have near relations in a position to do what is necessary.

(4) They cannot undertake, out of annual subscriptions, to relieve chronic cases or to give permanent pensions.

2. The society employs an agent whose duty it is to receive and inquire into all applications for relief. The present agent has served the society for over twenty years, and his large experience and genial tact have won for him the fullest confidence of the committee and of the subscribers. As a consequence the society is freely used for private inquiries and the distribution of private charity.

3. The following is the cash statement for 1905-6.

	Donations.			Subscriptions.			Totals.												
	£	s.	d.	£	s.	d.	£	s.	d.										
To Balance in Bank, General Fund, April 30th, 1905				17	1	1½													
" Balance in Bank, Special Fund, April 30th, 1905				12	5	11½													
" Balance in Agent's hands, April 30th, 1905				0	2	1½													
							29	9	2½										
" Subscriptions— General Fund -				196	8	0													
" Subscriptions— Special Fund -				31	15	6													
							228	3	6										
" Donations— General Fund -	42	13	0																
" Donations— Special Fund -	10	6	0																
							52	19	0										
" Telegram repaid, Case 13391 -							0	1	1										
" Due to Agent -							0	15	8										
" Bank Interest							0	4	2										
							£311	12	7½										

By Relief in Food, &c. -	-	-	£	s.	d.	£	s.	d.
" " Clothing, &c. -	-	-	88	12	2½			
" " Boots, Clogs, &c. -	-	-	9	0	1½			
" " Blankets Bedcloth- ing, &c. -	-	-	3	3	9			
" " Coals -	-	-	19	14	2			
" Fares to Applicants, &c. -	-	-	7	12	9			
" Spectacles -	-	-	1	3	0			
" Surgical Appliances -	-	-	0	8	0			
" Licences and Furnishing Hawkers' Baskets -	-	-	1	12	3			
			138	8	8			
" Less Amounts to Special Cases -	-	-	35	19	6			
" Relief to Ordinary Cases -	-	-				102	9	2
" " Special Cases -	-	-				35	19	6
" Salary of Agent, &c. -	-	-				93	13	2
" Rent and Water -	-	-				23	2	0
" Borough and Poor Rates -	-	-				7	11	8
" Coals, Gas, Office Cleaning, &c. -	-	-				9	11	3
" Printing, Stationery, Adver- tising, Stamps, &c. -	-	-				14	16	5½
" Miscellaneous Charges, &c. -	-	-				1	18	9
" Balance in Bank—Special Fund -	-	-				18	7	11½
" Balance in Bank—General Fund -	-	-				4	2	8½
						£311	12	7½

Audited and found correct, May 10th, 1906. F. BUTTERWORTH.

4. In addition there are considerable gifts of food and clothing, and also of money from private donors. The organisation of the society is fully adequate to the administration of much larger funds, *without any increase of working expenses.*

5. As the funds are very limited, the work of the Society is much crippled, and in many cases the relief which the Society is able to give is very inadequate.

6. The Committee meets weekly—on Friday afternoons, in the rooms of the Society—to consider the applications, and to interview the applicants.

APPENDIX No. LXIV.—*Continued.*

7. The following statistics for 1905-6 fairly indicate the extent of the society's work :

The applications received during the year 1905-6 were 972. They were disposed of as follows :—

Number relieved	-	-	-	570
Referred to the board of guardians	-	-	-	105
Undeserving of assistance	-	-	-	53
Not requiring help	-	-	-	33
Applicants for work (unprovided)	-	-	-	59
Applicants for whom work was provided	-	-	-	29
Private inquiries made and reported	-	-	-	111
Inquiries made for other societies	-	-	-	12
				972

Representing 3,210 individuals.

N.B.—The number relieved, 570, does not represent distinct cases. Relief is usually given for two weeks, and a further application and inquiry are necessary for its renewal. There are also periodically recurring applications, especially for coals and clothing.

8. *Causes of distress.*—The most serious of the causes of the distress which comes before us is *sickness* and it is in dealing with these cases that the want of adequate funds is most realised.

9. *Irregularity of work*, and the usual winter out-of-work cases are very difficult to deal with, owing to the lack of temporary work. The society has no workshop, and can only refer the able-bodied men to the Guardians for test work, which is quite unsuitable for self-respecting men who value their civic rights and status, or to the Labour Home in connection with the Police Court Mission, which, at present, is quite inadequate to cope with the requirements. In a few cases work of a more or less permanent character is found. Thus out of eighty-eight applications (1905-6) work was found for twenty-nine.

10. *A third class of applicants* consists of widows and the aged poor in receipt of outdoor relief, which they find inadequate. The cases tabulated under the heading "Referred to the Guardians" are either of the intemperate or "work-shy" order, or chronic cases of destitution which the Society cannot deal with. The cases classed as "undeserving of help," are for the most part confirmed vagrants, or professional beggars.

II. THE RESPECTIVE EFFECT ON THE RECIPIENTS OF CHARITY AND POOR LAW RELIEF.

11. We find the usual reluctance of the respectable poor to avail themselves of Poor Law relief. In some instances our judgment leads us to urge that applications for such relief should be made; but wherever we can, we honour this spirit, and do what lies in our power to render any such application to the Guardians unnecessary.

12. In regard to the help the Society gives, we receive many expressions of thanks, and occasional letters of grateful acknowledgment of timely assistance. In a few instances a small repayment has been made.

13. Occasionally our inquiries are resented—but not by any who are really in distress. Those whose application will not stand the test of investigation, and who know that inquiry will be made before help is given, do not trouble to apply; hence most of our tickets, which the subscribers are provided with to give to beggars, fail to be presented.

III. A CRITICISM OF POOR LAW METHODS FROM THE POINT OF VIEW OF THOSE ENGAGED IN CHARITABLE WORK.

14. Our experience is mainly of the administration of outdoor relief. The cases which come before us

show that this relief *varies* very considerably, and, as far as our investigations reveal the actual needs, quite inexplicably—greater need not infrequently receiving less relief. Not infrequently the relief given is quite inadequate. Even when rent and food are provided for, nothing is left for clothing.

15. According to the official Circular No. 9 "the Guardians may properly supply requisite clothing in cases where out-relief may lawfully be granted," but we do not find that this is acted upon. With the exception of boots, little, if any, clothing is provided.

Our Society is frequently appealed to for grants of clothing, and bed covering and coals, by those in receipt of outdoor relief.

16. *In cases of sickness* amongst this class, we find there is great hardship. The "extras" which the medical officer may recommend seem to us—in practice at least, whatever the law may allow—very restricted. In not a few instances the sickness is in part owing to insufficient nourishment consequent upon insufficient income, and our society is frequently called upon to provide additional food and invalid diet. It would appear also, that many of the sick poor are unaware of the power of the medical officer to recommend food, and so make application to us for these "extras" instead of to the medical officer.

In our judgment, a more generous treatment of the aged sick poor is urgently demanded.

IV. THE EXTENT OF CO-OPERATION BETWEEN CHARITY AND THE POOR LAW, AND THE POSSIBILITY OF ITS EXTENSION.

17. Beyond the fact that the clerk to the Guardians is a valued member of our committee, and that the relieving officers willingly supply information and give full consideration to any very occasional suggestions of our agent there is no co-operation between the Charity Organisation Society and the Poor Law authorities.

18. We are of opinion that it would greatly assist our work if the privilege were granted to the Society of making representations, and even recommendations, to the Guardians in those cases where our investigations show the outdoor relief to be inadequate, and where clothing or special food in sickness may be required.

V. THE POSSIBILITY OF SUBSTITUTING CHARITY FOR OUT-RELIEF.

19. This, in our judgment, is possible only on the conditions of the Elberfeld system, in which the workers or helpers are invested with authority, and hold the position of representatives—not of a body of subscribers but of the municipality. In the Elberfeld system, charity in its finest form, viz., voluntary personal service, and municipal funds, are combined. If any private gifts are made use of these are in addition to the fund supplied from the rates.

20. The Poor Law admits of assistance only in cases of absolute destitution, whereas in our experience the work most urgently needed is in the prevention of destitution, and for this timely aid—aid prior to destitution—is absolutely essential. The Elberfeld system includes the two-fold method of help.

If the out-relief were truly adequate, our Society might more fully grapple with the urgent cases of temporary want.

APPENDIX No. LXV.

STATEMENT OF EVIDENCE BY FREDERICK EASTWOOD, ESQ., J.P., HUDDERSFIELD.

PROVINCIAL URBAN CENTRES—WEST YORKSHIRE.

Huddersfield Infirmary.

1. I was twenty-seven years Hon. Secretary, and for the last four years have been President of the above institution. It was opened in 1831 and has been enlarged several times until at the present time it contains accommodation for 140 patients. Sufficient for the needs of all suitable cases.

2. The institution depends entirely upon voluntary effort, the income consisting of subscriptions from private individuals, work-people's collections, friendly and trade societies' demonstrations, congregational collections, and interest from invested funds, particulars of which are given on page 10 in enclosed report,* amounting altogether to over £8,500.

3. The number of patients attending during the past year—in-patients, 1,363; out-patients, 5,923. Cases of minor accidents, 1,496. Röntgen Ray and Finsen Light and other cases, 187 and 512—total, 9,481.

4. The infirmary is for the sick poor and excepting in cases of emergency or accident no person who has been in

receipt of parochial relief continuously for two months next preceding the application for admission is admitted as a patient; exception however, is made with regard to cases that cannot be satisfactorily treated at the union infirmary. These are taken in, and in consideration of such cases the guardians make an annual grant to this institution.

5. The infirmary is very popular among all classes of the community as is shown by the liberal way it is supported, it is splendidly equipped with every appliance for the efficient carrying on of its work and is thoroughly qualified to deal with all proper medical and surgical cases from the town and surrounding districts.

6. In my opinion the infirmary meets all the needs of the district, and does not in any way enter into competition with any other institution. I might add that in connection with the infirmary there is a convalescent home with accommodation for sixty persons (see Report,* page 37).

7. The infirmary buildings, furnishings, etc., cost £60,000 and are free from debt.

APPENDIX No. LXVI.

STATEMENT OF EVIDENCE BY MR. H. ELLAM, RELIEVING OFFICER OF THE HUDDERSFIELD UNION.

PROVINCIAL URBAN CENTRES—WEST YORKSHIRE.

1. The industrial conditions of this union are very good, and in my opinion trade has never been better. Many mills are running night and day. This has been the means of raising the social condition of the people to a great extent.

2. Relief is administered in accordance with the Outdoor Relief Regulation Order. No experiments have been tried.

3. Outdoor relief is too readily granted in this union, and in my opinion as a real test an order for the house should be offered more frequently. If this was done a large number would make an effort to maintain themselves which would show an appreciable reduction in the number of paupers receiving outdoor relief.

4. The classes applying for relief include all kinds and conditions of people. Many respectable old men and women and widows with young families. There is also that class who have never worked and do not intend to work if they can eke out an existence.

5. Many apply through improvidence, others through circumstances over which they have no control, such as sickness and often death of bread-winner.

6. Outdoor relief granted in 1900 for the whole of the union was £7,163, and in 1906 this amount had increased to £12,241. In my opinion this state of things has been brought about first by the Local Government Act of 1894 doing away with the rating qualification of guardians, which has brought men on to the board without any business experience whatever, second, by the Outdoor Relief Circular of 1900. This circular in the hands of men prepared to grant relief often in face of information supplied by the relieving officers, is the chief cause of the great increase.

7. The orders relating to outdoor relief are all right if administered in the proper spirit by responsible rate-payers. If the rating qualification were reinstituted a different state of things would prevail.

8. Where old people are earning a trifle the guardians grant them an amount which together maintains them. Medical relief only is often granted in cases where the income is very small.

9. My opinion is that outdoor relief should not be granted to persons residing in common lodging-houses either belonging to corporations or private individuals.

* Not Printed.

APPENDIX No. LXVII.

STATEMENT OF EVIDENCE BY MR. JOHN W. FAWCETT, SECRETARY OF THE LEEDS INDUSTRIAL CO-OPERATIVE SOCIETY, LTD.

PROVINCIAL URBAN CENTRES—WEST YORKSHIRE.

1. The society is enrolled under the Industrial and Provident Societies Acts.

2. It was established in the year 1847, and has therefore been in existence close upon sixty years. It originated amongst a number of working-men who joined together to start a corn mill in order to put down the adulteration of flour, and to supply themselves with a pure article at a less exorbitant price than it could be obtained at from private sources. The attempt proved a success, and in subsequent years other businesses were entered into.

3. At the present time the society has ninety-four branches for the sale of groceries and provisions, seventy-seven for butcher's meat, twenty-four drapery, nineteen boot and shoe, six ready-made and six greengrocery branches, together with fifteen coal depots, besides central premises in Albion Street, where various departments of business are conducted. The society possesses a small farm of about 80 acres, an extensive corn mill, bakery, boot factory, and cabinet works. It also carries on brush-making, bespoke clothing, tinning, wheelwrighting, shirt-making, paper bag making and other minor productive operations, and possesses a building department of its own.

4. The total value of goods sold by the society for the twelve months ending June 30th, 1906, amounted to £1,567,703, and the net profit £197,894. The share capital then stood at £780,011, and the number of members at 49,186.

5. The society affords facilities for enabling members to obtain dwelling-houses of their own by weekly instalments. In this way 756 dwellings have been sold to

members, of the value of £197,579. It has also advanced to members £201,235, on 907 dwellings not built by the society, and at the present time has on hand 271 dwellings built or purchased by the society at a cost of £56,535.

6. Its investments in Co-operative, Municipal, and other outside undertakings amount to £191,837, whilst the value of its trade stocks amount to £218,620. It has a Reserve Fund, Fire Insurance Fund, Plate Glass Insurance Fund, and Accident Insurance Fund amounting in all to £54,182.

7. For twenty years the society has carried on an Education Department supported by grants from profits.

8. The society has undoubtedly been a great blessing to the working classes of Leeds and surrounding districts by encouraging habits of thrift, forethought, self-reliance and self-respect. In times of industrial depression members have been able to draw upon their accumulated dividends and savings to tide them over periods of bad trade and scarcity of employment, and in this way has prevented many from becoming chargeable to the rates.

9. Speaking generally, my own opinion is that the members of the society are not the people to seek Poor Law relief.

10. I append two tables of statistics showing the operations of the society for the twelve years ending December 31st, 1905. (See App. No. LXVII. (A) and (B).)

11. I enclose copies of the society's balance sheets for 1905, the last year to which the statistics relate, for reference if required.

APPENDIX No. LXVII. (A).

Handed in by Mr. John W. Fawcett, Leeds.

LEEDS INDUSTRIAL CO-OPERATIVE SOCIETY, LIMITED.

STATISTICS—TWELVE YEARS ENDING DECEMBER 31ST, 1905.

Year.	Number of Members.	Share Capital.	Turnover.	Profit.	Number of Employees.	Paid in Wages.
		£ s. d.	£ s. d.	£ s. d.		£ s. d.
1894	32,273	396,976 14 10	834,569 5 1	107,917 15 0	1,024	57,863 6 5
1895	33,122	429,875 4 9	883,923 10 1½	114,502 15 5½	1,135	59,080 16 6½
1896	35,041	461,827 19 4	957,333 17 2½	139,312 2 9	1,227	65,087 16 10½
1897	39,143	502,579 9 7	1,124,094 11 5	164,792 2 2½	1,478	76,578 0 6½
1898	42,972	552,872 7 4	1,250,451 15 8	182,352 8 0½	1,607	87,190 10 8½
1899	45,439	600,465 9 3	1,337,221 19 2	194,595 12 11	1,769	92,930 0 9
1900	48,000	669,343 11 11	1,473,702 8 10½	214,206 11 3½	1,929	104,170 12 8½
1901	48,960	742,140 7 8	1,474,507 2 3	212,680 11 9	1,974	106,867 15 3
1902	49,905	768,568 7 11	1,510,037 0 5½	197,962 7 11	1,994	111,954 15 6½
1903	49,379	749,533 10 10	1,450,147 2 6	186,773 12 11	1,919	106,029 9 10½
1904	49,340	747,281 10 4	1,507,027 9 9	195,913 6 4	1,932	104,825 13 6½
1905	48,925	764,164 19 11	1,561,195 0 2	202,333 16 6½	1,951	103,964 2 7
—	—	—	15,364,211 2 8	2,113,343 3 1½	—	1,076,543 1 4

APPENDIX No. LXVII. (B).

Handed in by Mr. John W. Fawcett, Leeds.

LEEDS INDUSTRIAL CO-OPERATIVE SOCIETY, LIMITED.

SHARE CAPITAL—TWELVE YEARS ENDING DECEMBER 31st, 1905.

Year.	Contributions to Share Account.			Withdrawal from Share Account.			Dividend Withdrawals.		
	£	s.	d.	£	s.	d.	£	s.	d.
1894	37,178	13	11	77,933	9	0	52,056	9	3
1895	44,356	11	2	78,936	6	7	51,233	6	10
1896	42,441	7	0	87,331	4	7	57,123	3	5
1897	48,597	17	0	102,470	6	6	70,985	9	10
1898	55,400	0	9	112,508	0	8	80,388	8	1
1899	55,482	18	0	122,847	13	1	86,387	6	2
1900	80,467	16	4	140,053	9	7	90,916	4	6
1901	83,413	15	1	152,693	18	7	94,958	2	1
1902	74,138	19	10	180,793	0	6	95,480	10	6
1903	60,297	5	8	197,578	16	6	94,759	9	6
1904	58,838	5	3	179,969	3	9	95,814	12	5
1905	65,015	18	7	173,316	1	5	97,712	5	2
	705,629	8	7	1,606,431	10	9	967,815	7	9

APPENDIX No. LXVIII

STATEMENT OF EVIDENCE BY MR. LEVI FITTON, RELIEVING OFFICER, LEEDS.

PROVINCIAL URBAN CENTRES—WEST YORKSHIRE.

1. The social conditions of the Leeds Union are very varied, it comprises both slum and better class property. Its industries are many and also varied. The chief are:—iron works, woollen mills, dye works, boot manufactories, tanneries, tailoring establishments, rag-picking, and several other smaller trades, all these employing men, women and children. When trade is good, all who will work may.

2. In and out-door relief, in my opinion, are both necessary. In-door, first, for sickness, which cannot be dealt with efficiently at home, and if attempted, continues the sickness rather than relieves it, and second, to test cases, as to the need for interference with them.

3. Out-door relief is all right, with clean and thrifty people; those who are willing and able to attend to each other, or live with relatives who will undertake to look after them, but are unable to do anything to support them.

4. Out-relief should never be given into public lodging-houses, or houses of doubtful character, or with relatives who use the recipients as servants, or in cases addicted to drink.

5. Aged men and women chiefly, but also married, widowed or single. Widows with children, cases of sick-

ness of head or some part of family. Any of these classes, in the event of being down, if either they or their friends have paid rates for any length of time, consider themselves entitled to help and must be dealt with.

6. There are also skilled and unskilled workmen with families, who through stress of circumstances, rather than vice, are driven to apply.

7. The causes of pauperism: old age and sickness, drink, want of work, unskilled labour from insufficient training, and laziness.

8. A very prevalent cause of destitution is the drinking habit of society, and until this can be dealt with, pauperism must increase.

9. During my experience the class of persons seeking to be guardians has degenerated. Men of little or no experience of human nature consider themselves qualified, and in the administration hinder rather than help.

10. In too many cases the interest of those they are elected to serve are made subservient to personal ends. Their position in life, in many cases, does not leave them perfect freedom of action.

APPENDIX No. LXVIII.—*Continued.*

11. Relief in the Leeds Union is administered by sections of the board, meeting fortnightly, when each case is dealt with separately.

12. Persons sixty years and upwards, out-relief 2s. 6d. or 3s. each. Families in case of sickness: Man sick, with wife and four young children, 6s. 6d. money and 2s. 6d. in food, or 7s. 6d. money and 2s. 6d. food. Able-bodied sick, 2s. 6d. to 3s. 6d. Able-bodied in want of work, 5s. for man and 1s. each for rest of family, half in money and half in kind. Single able-bodied persons not relieved except in workhouse.

13. I do not consider our scale is high enough if the poor could be better classified. Old respectable poor ought to have 3s. 6d. to 4s. 6d. each, and all doubtful cases given the workhouse.

14. I think districts for relieving officers are as a rule far too large. It is almost impossible for them to watch the number of cases they have to deal with, and my experience has taught me that constant visitation is more effective in keeping down pauperism than anything else.

15. Respectable poor appreciate the visits, while the rest soon show they are not suitable cases.

16. Officers will learn more by constant visiting than by enquiry, there being so few who will give reliable information.

17. The enforcement of the rule that guardians should not sit in the section they represent.

18. That there should be power to remove, and detain in the workhouse, cases utterly unable to properly look after themselves outside.

APPENDIX No. LXIX.

**STATEMENT OF EVIDENCE AS TO THE MEDICAL ASSISTANCE OF THE POOR BY
DR. ALEXANDER FORBES, DISTRICT MEDICAL OFFICER, ECCLESALL BIERLOW
UNION; MEMBER OF THE SHEFFIELD CITY COUNCIL.**

PROVINCIAL URBAN CENTRES—WEST YORKSHIRE.

1. The city council—of which I am a member—as sanitary authority for Sheffield, have built three hospitals for cases of infectious diseases, and as far as possible, *i.e.*, about 500 beds, all cases of small-pox, scarlet fever, typhoid fever, and diphtheria seeking admission are taken in and treated, at an annual cost to the city of about £28,000. The city council is also about to provide a sanatorium for consumption, about fifty beds.

2. The two boards of guardians provide medical attendance and relief for all persons who are qualified for such relief, either through the district medical officers or in the union infirmaries.

3. There are two general hospitals: one Children's Hospital and one Hospital for Diseases of Women, and these, speaking generally, are for those above the pauper class, but who are not sufficiently well off to pay for medical assistance. There is a good deal of abuse by people for whom hospitals were not intended, hence cramping their usefulness for proper cases.

4. I do not think there is much overlapping between the various agencies for medically assisting the poor, but it seems to me a distinct anomaly that cases of, say consumption, should be treated by the city council at the expense of the rates *without disfranchisement*, while those treated by the Poor Law authorities—also at the expense of the rates—should incur this penalty.

5. I think the city council might take over the administration of the Poor Law, but not the general hospitals.

6. I think the amount and quality of medical assistance is at present fairly adequate, except that the guardians might do more than they do at present in the isolation and treatment of consumption, and that consulting operating surgeons and physicians should be attached to the union infirmaries, as is done in the case of one of the unions.

APPENDIX No. LXX.

**STATEMENT OF EVIDENCE *RE* VALUATIONS FOR ASSESSMENT PURPOSES, BY MR. GEORGE
FRANKLIN, CHAIRMAN OF THE BOARDS OF OVERSEERS OF SHEFFIELD AND
ECCLESALL.**

PROVINCIAL URBAN CENTRES—WEST YORKSHIRE.

1. In considering the subject of the valuation of property for assessment purposes, the question naturally suggests itself, Is the present system conducive to uniformity and convenience?

2. To anyone with merely an elementary knowledge of the question the reply must be in the negative. The number of authorities who are at present entrusted with the making of valuations is four, *viz.* :—

(1) The overseers with the Union Assessment Committee as a revising body for poor rate purposes.

(2) The borough councils for borough rate purposes.

(3) The county councils for county rate basis.

(4) The income tax assessors for property tax and inhabited house duty.

3. These different and varying valuations are very bewildering and annoying to the ratepayers, besides being very expensive, troublesome and wasteful.

4. In the county boroughs and large urban districts there is no doubt that the duties of the Assessment Com-

APPENDIX No. LXX.—*Continued.*

mittees have been efficiently and conscientiously discharged, but in the rural and agricultural districts the duties have been carried out in a very perfunctory manner.

5. The ideal system is to have one valuation authority, with one valuation for all purposes.

6. In suggesting a new valuation authority, I am strongly of opinion that the proposals contained in Mr. Long's Bill of 1904 would approach as near to this ideal as it is possible to get. That the council of each county and county borough should be the valuation authority and that following the model of the Education Act, 1902, the valuation authority should appoint valuation committees to perform the duties. The valuation committees should be elected jointly by the borough or county council and the board of guardians in the area, in the proportion of two-thirds by the council and one-third by the guardians, the surveyor of taxes as representing the Treasury having a recognised place thereon.

7. Some difficulty might be experienced in forming areas and committees in counties, but these difficulties are not insurmountable.

8. In dealing with the preparation of the valuation lists the main principles of the Valuation (Metropolis) Act, 1869, might with advantage be extended to the rest of the country. Under this Act a quinquennial valuation must be made, and a fixed scale of deductions from gross to rateable value is adopted, thus ensuring uniformity in the different classes of property assessed.

9. Greater elasticity should, however, be given, enabling appeals to be made against assessment in cases where property has depreciated through the decay of locality or the shifting of values from some cause, otherwise considerable hardship might fall upon the owner or occupier in continuing the fixed value to the end of the quinquennial term.

10. The valuation list as adopted by the valuation authority should be the valuation list for all purposes.

APPENDIX No. LXXI.

STATEMENT OF EVIDENCE BY DR. A. K. GALE, DISTRICT MEDICAL OFFICER, ECCLESALL BIERLOW UNION.

PROVINCIAL URBAN CENTRES—WEST YORKSHIRE.

1. I have been medical officer of the ninth district Ecclesall Bierlow Union since March, 1889. Also medical officer of Ecclesall Bierlow Union Workhouse since October, 1890.

2. At the time of my appointment as district medical officer, my district, comprising the parishes of Norton and Beauchief, was situated in Derbyshire, the area being 5,232 acres the population about 6,000, at the census of 1901 the population had risen to 11,959, and the more populous portion of the district was taken in by the City of Sheffield. Since 1901 the population of the district has increased very considerably, and at the present time probably numbers about 15,000.

3. Probably my experience as a workhouse medical officer is more likely to be of use to the Royal Commission. When I was first appointed as medical officer of Ecclesall Workhouse, the hospital consisted of a building which would accommodate about ninety patients, male and female. At this time the total number of workhouse inmates including children was 445. The nursing staff consisted of a married couple, who were untrained, and they were assisted in the performance of their duties by pauper inmates. At this time there was no infirm accommodation beyond the hospital and the body of the workhouse.

4. In 1891, the total population of the union was 37,905; in 1901, the total population of the 179,699. A large proportion of this increased population belong to the working class.

5. At the present time the hospital buildings have accommodation for 290 beds which could easily be expanded to 300. In addition to this, there is special accommodation for 190 infirm, apart from the workhouse general accommodation. The total inmates of the workhouse at the present time is 872. The present hospital staff consists of the following :—

1 resident medical officer.	20 probationers.
1 superintendent nurse.	12 paid ward maids.
8 charge nurses.	1 hospital porter.

6. By a process of evolution the hospital has passed through the following stages :—

1890. Untrained nurses and pauper assistants.

1894. Trained nurses and pauper assistants.

1899. Trained nurses and probationers; no pauper assistants.

7. The resident medical officer was first appointed in 1901.

8. Probationers were first appointed in 1899 on the advice of Mr. Jenner Fust (Local Government Board Inspector). The probationers are first of all engaged on two months probation, and if found satisfactory, sign an agreement to stay for three years training, the salary paid is, first year, £10; second year, £15; third year, £18. At the expiration of that period they are examined by an independent examiner, and if a satisfactory report is received from him they are granted a certificate.

9. All the probationers we have trained have no difficulty in securing at once good positions, either as charge nurses in other hospitals or in private nursing institutions.

10. In 1899 the superintendent nurse was appointed by the guardians to perform the duties of matron with regard to the hospital, and this course was continued by annual re-appointment up to 1905, when the guardians refused to renew the appointment, but allowed the superintendent nurse to continue discharging the duties of matron by tacit agreement until such time when the Local Government Board should issue further orders on this subject.

11. A short time ago, I addressed a letter to the guardians, and the Local Government Board complaining of this continued anomalous condition of affairs, which I consider has a prejudicial effect on the relations between the master on the one hand, and the superintendent nurse and myself on the other hand.

12. I need hardly point out that the duties and responsibilities of the principal officers concerned were defined by the Poor Law Orders of 1847, with the addition of the Short Nursing Order of 1897. At the time the original Orders were issued trained nursing and modern hospitals were unknown.

13. I consider that a hospital such as ours, containing 290 beds and having a staff of more than forty paid officers is ripe for a separate administration or if the expense of this course prove too great an obstacle, the scheme recommended by the Departmental Committee to the Local Government Board on nursing should be adopted.

APPENDIX No. LXXII.

STATEMENT OF EVIDENCE BY MR. ALFRED GAUNT, CLERK TO THE GUARDIANS,
BRAMLEY UNION.

PROVINCIAL URBAN CENTRES—WEST YORKSHIRE.

Social and Industrial Conditions.

1. The population of the Bramley Union consists principally of middle classes, artisans, and labourers, and their respective families. Industries in the district are various, including important iron and engineering works, woollen manufactories, collieries, brickworks, and boot factories. These find work for many of the inhabitants, whilst many others are engaged in clothing factories and other workshops in the city of Leeds. Most of the local trades have experienced severe depression, and, in consequence, many of the workpeople have been thrown out of employment or been working short time for a considerable period. The building trade in the district has been particularly affected, and at present very little progress is being made in the erection of new property. The operatives in boot factories and clothing factories are subject to lengthened periods of slack time, according to the season of the year, and only for short intervals do these works experience busy periods.

Experiments in Poor Law Administration.

2. The guardians adopted regulations for classifying the inmates of the workhouse, granting certain privileges to those of good character, and allowing them leave of absence daily, if desired. Homes outside the workhouse have been acquired for the accommodation of children, and a foster-mother is in charge of each Home—the present number of such children in the four Homes being about forty.

The respective Merits of Indoor and Outdoor Relief.

3. Many of the persons who apply for relief have a fear of entering the workhouse, but after a first experience their reluctance to re-enter does not appear to be so pronounced, and they are invariably well satisfied with the treatment and consideration shown to them by the guardians and workhouse officials.

4. The treatment of the outdoor poor cannot be made so adequate as that of the indoor poor, but the out-relief recipients appear to be well content to eke out their existence with the pittance granted, in addition to the small earnings of other members of the family, and in many cases assisted by their friends.

5. In the case of able-bodied men with families, considerable difficulty is experienced, there being a considerable number of this class at present out of work. Some of the families have been chargeable to the union for quite a long period. Relief granted to this class is given half in money and half in kind,* and the men are set to work five days in the week. More assistance of supervision for this class would most probably result in a reduction of the number seeking relief, as if they could be kept strictly to the work, it would no doubt be a strong incentive for them to find more remunerative employment, and in any case would prevent them acquiring so easily the habit of indolence through lack of adequate supervision.

Particulars and Statistics as to Administration of Relief.

6. The guardians have adopted no regulations for the administration of relief. Applications in all cases are dealt with separately on their merits.

7. The Returns of paupers chargeable to the Union on January 1st, 1907, furnished herewith, show that the total number of indoor paupers relieved (including vagrants and lunatics) was 348, and outdoor (including lunatics in asylums) was 1,253, a total number of 1601.

8. The number of indoor paupers (exclusive of casuals and insane) was 327; namely, 140 men, 115 women, and 72 children.

9. The outdoor paupers (exclusive of casuals and insane) relieved numbered 1,113; namely, 209 men, 505 women, and 399 children.

10. The cost of pauperism to the union (excluding lunatics) for each year, ended at Lady Day, 1895, 1900, and 1905, is as follows:—

	1895.	1900.	1905.
	£	£	£
In-maintenance - - -	1,387	2,166	3,401
Out-relief - - -	3,914	4,742	6,240
Total - - -	5,301	6,908	9,641

The Class of Persons seeking Election as Guardians.

11. There has certainly been a considerable change in the policy of the guardians since the present qualification for the office came into force. Applications for relief receive a far more sympathetic hearing, and the result has been to increase the amount of relief granted in the majority of the cases.

Reform in the Law or Practice Suggested by Experience.

12. It would be desirable to have regulations for administering relief. The adoption of a definite policy, with certain fixed rules, would be of considerable advantage in dealing with applications for relief, and the result would be more satisfactory. Cases of an exceptional character might be arranged to be considered by the whole Board. Under the present system a deserving case, where the applicant is well known, is likely to have very favourable consideration, whilst another applicant, although equally deserving, but not known to individual guardians, might not receive the same sympathy.

13. The law of settlement and removal, particularly with reference to children, would require simplifying, if continued. The decisions of the courts have made the carrying out of the law at present a most complexed question in respect to the settlement of children, and the result is that considerable sums are expended by many unions in costs of litigation.

14. The present law of settlement in other respects also works very harshly in certain individual cases. Instances have occurred where families have been lawfully removed to workhouses of other unions, the place of their last legal settlement, such workhouses being many miles from the parish where they have been born or usually resided, and in the same instances the persons removed had never previously resided in the place of settlement, they being thus separated entirely from their friends and placed in a district to which they were complete strangers.

15. In 1902 a woman and her five children were transferred to the Wincanton Union Workhouse, in the County of Somerset, from this union, the settlement being that of the husband and father, who had deserted them in this union. The woman had always resided in Yorkshire, and her children were born in this union, or in the immediate neighbourhood.

16. A case occurred about a year ago in this union where a woman and her three children were chargeable, and none of the family had ever resided in the union of settlement. It was only after urgent appeal that non-resident-relief was allowed, and removal to Settle Union was avoided.

* This class are at present relieved in kind only in all cases, unless the Board should think there are exceptional circumstances.

APPENDIX No. LXXIII.

STATEMENT OF EVIDENCE BY MR. THOMAS GRUNDY, MEMBER OF DISTRESS COMMITTEE, POLICE COURT MISSIONARY, AND MANAGER OF LABOUR HOME AND WORKSHOP FOR UNEMPLOYED, HUDDERSFIELD.

PROVINCIAL URBAN CENTRES—WEST YORKSHIRE.

1. My position in this town is that of Police Court Missionary and Manager of the Labour Home and Workshop for the Unemployed. This position I have held for six years. I am also a member of the Distress Committee for this borough. Previous to my taking up my present work I was engaged by the Church Army, and was with them about eight years. The Committee which I represent is a broad one, embracing men of different thought both in religion and politics. Perhaps I ought to mention the fact that before long we move into much larger premises. The public of this district has generously subscribed £3,000 to enable us to do so.

2. I now propose to lay before you what we do as a society and to make observations and statements which have been impressed upon me in the course of my experience.

3. We divide the unemployed into two classes, those who have homes and those who have not.

4. *The First Class* are mostly composed of married men and if not married are to some extent the support of a home. Work is given to them by the day, for which they receive 2s. 6d., receiving same at the end of each day's work. In order to obtain this temporary work the applicants must be workers, *i.e.*, not lazy or suffering from physical infirmities. Pauperizing charity is not given, and if a man does not make an honest attempt to work we refuse to be a party to his laziness. They must also be men whom we can reasonably hope to permanently benefit. With regard to character, previous career does not put a man outside the pale of our assistance. He is made to understand that his accepting the employment that we give him means his willingness to do better. We do not set the highest standard of morality for those who work for us, at the same time we do not mean that they are to be of the lowest. The men are of the average in this respect. We give preference to those who are the most deserving. Many of the men who have worked for us have been sent to us by the local relieving officers. Some of the guardians have also referred men to us and when suitable and possible we have given them temporary employment.

5. Every facility is given to these men to find employment and permission for leave of absence can be obtained at any time to accomplish this end.

6. This voluntary effort of ours stands between the man and the workhouse and if well supported must develop into a much greater means of help for the relief of distress. It is very evident that in the first place it must have a tendency to reduce the poor rates, for the reason that those to whom we give employment if not so helped by us would become applicants for Poor Law relief. Our Committee appreciating this fact, have recently applied to the local guardians for a subscription to our work. In the second place, which is of much greater importance, the man sees the chance of escape from becoming a pauper, which of course means the loss of self respect. In many cases we have found that when once a man has taken to test labour he is only too willing to fall back into it again.

7. Co-operation with the guardians is possible to a large extent, for instance, a right down wastrel might still be sent to perform test labour, and those whom I have termed the average could be referred to us, provided the guardians on their part subscribed a reasonable sum of the actual wages paid and expenses incurred.

8. A system of payment similar to that in force between the Government and the Discharged Prisoners Aid Society might be adopted.

9. *The Second Class* :—I will now describe what we do *re* the men we term homeless; they include men of no fixed abode, those who sleep out and those who live in common lodging houses.

10. The conditions of help are as follows:—Men destitute of food and shelter can by doing a certain amount of work have a meal and a night's lodging, but no money is given; they are not allowed to use this privilege more than twice a week nor to make a regular practice of using this means of help twice every week. We make an exception to this rule for the men who have a reason for being in the district. It happens often that in a few days a man may secure work or is promised the same, in instances of this kind we extend further help, but if we decide to give any of these men permanent help then we admit him into the labour Home.

11. Certain questions are asked these men as to their need and the cause of it, their plans and intentions, where and when they worked last, and where they worked longest.

12. We will not knowingly help the professional tramp, but refer him to the casual ward, our object is to help the man who is not yet a real tramp, but who may for various reasons be compelled to tramp the country in search of work. As the object of the real tramp is to tramp the country to avoid regular work we have no sympathy with him.

13. The treatment at the casual wards is good enough for the habitual tramp if he could be forced to use it but he only does so occasionally when he cannot beg sufficient or find a suitable place for sleeping out. The system in force in casual wards is not at all a desirable one for the working man who may be on tramp and tends to degrade men and make tramps by its harshness. The unreasonable severity of the rules, *etc.*, at these places are for the purpose of keeping people away from them, and the result is that they are kept from them, but the evil of vagrancy is not lessened but increased, men will sleep out, beg, even steal, rather than make use of them.

14. Some plan of discrimination should be adopted whereby it would be possible to know the worker from the vagrant. This ought to be possible if the system of dealing with vagrancy was in the hands of the police—not because they are police, but on account of their extensive organization. A kind of ticket or license (augmented by resorting to the finger print system, if found necessary) should be expected of every man tramping the country, a man without a ticket should be deemed a defaulter with opportunity of clearing himself, it should be possible to make this ticket a record of the way the individual has been spending his time and if it was not spent with some definite purpose which should be decided by the magistrates, and if convicted his licence should be endorsed and after two or three convictions he should be sent to some labour colony for a period long enough to cure him of his vagrancy. Then a very strict application of the vagrant laws *re* begging would be a means of dealing with the local loafer and vagrant and after a certain number of convictions he should also be sent to a labour colony provided for such men.

15. The other section of our work for homeless men is that of the labour home, the existence of which is an admission of the fact that to help some men to respectable citizenship needs more than a meal and a night's lodging and to keep them moving from town to town is to do nothing less than to drive them to despair.

16. A labour home rightly managed is undoubtedly a blessing to the right man. The work of other labour homes will be well known to you, it is not necessary, therefore, to dwell further upon ours.

17. Perhaps I ought to mention that the problem of unemployment is not so severe here as in most towns in England, but there are unemployed among us, and I think we are having our best days.

APPENDIX No. LXXIV.

STATEMENT OF EVIDENCE OF MR. GEORGE HADFIELD, MASTER, CROSLAND MOOR WORKHOUSE, HUDDERSFIELD.

PROVINCIAL URBAN CENTRES—WEST YORKSHIRE.

1. The condition of this workhouse is on the whole favourable, consequent on the construction and general plan of the building, which allows a fair latitude for classification, viz., eight, but in no case more than nine, beds in one room, with day rooms to correspond.

2. This allows six classes for old men, and three classes for ordinarily able-bodied men, including one bedroom and one dayroom for the ins and outs.

3. The accommodation for the ins and outs is separated from, and is some distance from, the main building, and while it acts as a deterrent to this undesirable class of inmates, it in like manner tends to promote the peace and comfort of the aged and more deserving class of poor.

4. We have also in connection with this workhouse over sixteen acres of land, which are all under spade labour cultivation, and from which all the vegetables required for the house are produced. This land proves to be of further advantage, as it lends itself to division and subdivision, and thus allows a classification in outdoor labour.

5. We have also a large firewood industry which finds light employment for a number of old men who prefer it. It proves very remunerative and does not in any way enter into competition with outside labour.

6. The classification for females is practically the same as for males.

7. It is, however, most desirable that there should be a ward completely detached from the main building (as in the above cases of ins and outs), for the morally depraved women. I have often pointed out to our board the necessity for it, but up to the present without success, on account of expense; but I am yet hopeful of bringing it about.

8. The old women are chiefly employed in making and repairing garments.

9. The younger women are employed in the wash-house, laundry, and in scrubbing and cleaning, which I have never found in any way to be objectionable. But in any case of employment, if tact and discretion are used the orders can be humanely and satisfactorily administered.

10. However much objection there may be to enter the workhouse for the first time, it is very soon overcome, and friends find it difficult to get their relatives to leave it.

11. The fact of a person applying for relief and accepting a workhouse order is a true test of his destitution. After a short time it could easily be ascertained if his friends (if any) would be willing to take him with an adequate amount of outdoor relief. (I am referring to the aged poor.)

12. In no case should out-relief to able-bodied men and women be given, unless for a very short period indeed. The tendency is, however, otherwise at the present day and it is growing most rapidly under the new dispensation.

13. Out-relief is given to all who are not ashamed to ask for it, and that this policy does not by any means reduce the numbers in the house the following figures will show:—In July, 1899, our indoor poor numbered 412, and our out-relief amounted to £138 8s. 9d. The statement submitted last week gave the number in the house as 555, and the out-relief amounted to £258 11s. 7d., showing an increase of 143 indoor paupers and an increase in out-relief of over £6,000 per annum; during the above period trade was never more prosperous. These facts speak for themselves.

14. The classes of persons applying for relief are old people whose children shirk the responsibility of maintaining their parents—young people notably; the unemployable males; deserted wives; and pregnant women.

15. Indiscriminate relief is a large factor in the production of pauperism.

16. The following are some suggestions for reform:—

(a) A larger and more experienced staff of relieving officers, well posted in their work.

(b) A rota relief committee would go a long way in preventing people from losing their independence and self-respect.

(c) The Pauper Inmates Discharge and Regulation Act, 1871, as amended by the Poor Law Act, 1899, should be further extended, so as to enable the guardians to detain for any period, not exceeding twenty-six weeks, feeble-minded young women, and also women who have been confined of two or more illegitimate children. Any person so detained should have the right to appeal to the guardians at any of their meetings, and the guardians should be empowered to reduce the time if it appeared to be excessive.

Outdoor Labour Yard.

17. Out outdoor test labour is employment on the land, whenever the weather will permit, otherwise the paupers are employed in cross-cutting railway sleepers for firewood, or in grinding Indian corn. By keeping this class of men constantly employed we are able to keep them away. We have only six of this class at present.

18. The standard of comfort in our workhouse, in my opinion, is fairly good.

APPENDIX No. LXXV.

STATEMENT OF EVIDENCE BY REV. CHARLES HARGROVE, M.A., LATE HON. SECRETARY, LEEDS CHARITY ORGANISATION SOCIETY.

PROVINCIAL URBAN CENTRES—WEST YORKSHIRE.

CHARITIES AND VOLUNTARY EFFORTS.

1. "Charity" as commonly bestowed without full investigation, and study of the case in hand is uncertain and inefficient. It leads the applicant to depend on moving the compassion of the donor and tends to the encouragement of untruthfulness and idleness.

2. Charity wisely and thoughtfully given has for its purpose to help the applicant out of his difficulties and set him in a position of independence.

3. Poor Law out-relief looks in general only to the immediate and imperative need. It has no recuperative force. But it has the great advantage that it is given under official supervision and is constant. It is an effective check upon notorious vice in its recipients as it would of course be forfeited if such became known to the relieving officer.

APPENDIX No. LXXV.—*Continued.*

4. The great evil of the administration of outdoor relief is that it is insufficient, and almost compels the recipient to look to so-called charity to supplement what he receives from the guardians.

5. An aged couple here in Leeds, if thoroughly respectable and deserving and having no sons to help them, would get 6s. a week from the guardians. Of this 2s. 6d. at least would go in rent, leaving 6d. a day for food, fuel and clothes. Of course they have to supplement this as best they can by dependence on neighbours and others. So that they necessarily live in a condition of absolute dependence. They would be in a far better position if they had had just sufficient for their needs from some one source.

6. The same is true for a widow left with say five little children. She will be allowed relief for four, 6s., and be expected to maintain herself and one child by her own exertions; but it is manifest that she cannot look after her own home properly and earn a living by outdoor work. Either the home is neglected or she relies upon casual charity; more probably both results ensue.

7. The standard of relief should be such as to meet the necessities of the case instead of, as at present, the guardians saying in effect "we will give you so much towards your support and you must make up the rest the best way you can."

8. There is in Leeds no co-operation between charity and the Poor Law, except for the readiness of the relieving

officers to give information. I have done my best to bring about united action but hitherto without any success. This is greatly to be regretted.*

9. If the guardians decided not to give outdoor relief they would be obliged to provide sufficient workhouse accommodation for all cases which charitable societies were unable or unwilling to undertake. There would be needed an amount of zeal and generosity on the part of the public which certainly does not exist at present and if once aroused would always be liable to fail. I cannot believe the substitution would be tolerated by any class, ratepayers, voters, elected persons, or the poor themselves. What I should rather look to would be a much stricter discrimination in allowing outdoor relief and then giving such an amount as would be sufficient to meet the absolute necessities of the case. If it were found that the applicant was in receipt of assistance from other sources, an effort should be made to increase it so as to lift him above the *status* of a pauper and relieve the rates of the charge for his support.

* I am glad to be able to report that since this Statement was made our relations with the Boards of Guardians have, under our recently appointed Organising Secretary, become much more intimate, and there is now every reason to hope for the establishment of an effective corporation which will embrace all forms of legal and charitable relief in the city.

APPENDIX No. LXXVI.

STATEMENT OF EVIDENCE BY REV. W. H. HEAP, WESLEYAN MINISTER, HUDDERSFIELD.

PROVINCIAL URBAN CENTRES—WEST YORKSHIRE.

1. My experience has been gained in Bradford, Leeds, Liverpool, Manchester, Douglas (Isle of Man) and Huddersfield. In most of these towns I have had charge of an old chapel in the centre of the town and have necessarily been brought into touch with the poor to a considerable extent. The condition of the criminal, the casual, and the helpless has always attracted my attention and absorbed my thought. In Manchester for six years I laboured in the slums and came into daily contact with wretchedness and want in every form. Here in Huddersfield the distress is not so widespread nor the difficulties so numerous, but the same problems have to be solved in every part of the country. It may be that a new spirit is beginning to be manifested in the administration of the Poor Laws or it may be that Huddersfield is exceptionally well manned, but I can honestly give much praise to the efforts locally made to grapple with these problems.

2. Further, I may add that I do not belong to any political party and am not prepared to pin my faith to any special remedy. Indeed, the problem is so acute and so complicated by various considerations that no one remedy will serve.

3. The effects of charity are admitted to be often grievous. At its best it is a palliative: at its worst it leads to offensive assumptions of superiority on the one hand and to cringing and dependence upon the other. Charity is not the prime requisite, but justice. My experience has convinced me that under the present social system it is impossible adequately to deal with unemployment. The unemployed vary alike in number and in qualifications, but the fact of unemployment is constant. Social reconstruction is imperative.

4. Poor Law methods leave much to be desired. In part this is owing to the inherent defects of the system, in part to the hampering restrictions imposed by the Local Government Board, and in part to what seems a rooted conviction on the part of many of its administrators

that the applicant for relief must be either a wastrel or a rogue. The Poor Law never even seems to have been meant as a remedy for poverty. It is built upon the axioms that none shall be permitted to starve, but that the receiving of relief shall be made as unpleasant as possible. A new spirit is discernible, but one still meets and frequently meets with instances where the needy are treated unfairly and with unnecessary roughness by relieving officers. In more detail:—(1) Poor Law relief is too frequently given to those who do not need it—the pauper is more than supported, he is cultivated—while persons in desperate need are passed by. We need some such scheme as the Elberfeld scheme. I would draw the attention of your Commission to the system in vogue in Douglas (Isle of Man). The town is apportioned into districts, one guardian being responsible for each district. He obtains a personal and intimate knowledge of the inhabitants (the needier ones) in his district, and can upon his own initiative give relief where it is needed. The most deserving amongst the poor have often a rooted antipathy to becoming applicants for relief. In such cases it should be offered to them, even pressed upon them. It is desirable, too, that the guardian should be able to relieve, in urgent cases of distress, even before reporting to the general body of guardians. This is the first need of any new system—an organisation which shall ensure that every case of real distress shall at once be dealt with.

5. Poor Law relief is too often indiscriminating and insufficient. In a very real sense the deserving are penalised. The usual Huddersfield scale of relief is 2s. 6d. per adult and 1s. 6d. per child weekly. One particular instance will illustrate my criticism. I recently visited a man dying of consumption. He had been a decent hard-working man. The household consisted of himself, wife and two children. Ordinarily that man would have been allowed 8s. per week. But since he had 4s. per week coming in the guardians only allowed him

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4s. per week. Again and again have I come across instances of this sort. The thriftless and the debauched have an advantage in the actual working of the system over the deserving poor. Where the individual is indolent or vicious, the relief should be on a narrower scale: where he is not, it should be adequate to his needs.

6. The third criticism I venture is that the uniformity of treatment in workhouses is a great mistake. I should like to see a much larger measure of freedom given to the guardians. The system that suits one part of the country is wholly unsuited to another part. Why should not the dietary be left to the guardians, the Local Government Board merely ensuring that a stipulated amount per person shall not be exceeded and that a certain average standard shall be maintained? What sense is there in providing a pauper uniform? The clothing explains something of the repugnance with which the workhouse itself is regarded. There is no need for this degradation. And I am confident that charity would provide great stores of second-hand clothing that might be used in the workhouses. The inmates of our workhouses might be much more usefully employed than they are at present. Rates would be eased somewhat and the monotony of workhouse life assuaged.

7. I should like the guardians to have large powers of experiment put into their hands.

8. With reference to tramps, distinction must be made between those who are seeking work and those who are seeking to evade work. May I draw the attention of the Commission to the system adopted by the Manchester and Salford Mission, particulars of which I enclose? I can bear testimony to the good results obtained by this system, even from amongst the dissolute and careless.

9. I think it both desirable and possible that there should be co-operation between charity and the Poor Law. Both would gain from the co-operation. May I add this word with regard to the Charity Organisation Society? I have found its work to be almost entirely negative. It is an admirable institution for detecting the undeserving: it does very little to lift up the really needy and deserving.

10. I would give the guardians a much larger measure of control over all matters affecting poverty, or likely to affect it:—

(a) The guardians should have power to remove at their discretion cases of phthisis to the workhouse infirmary.

(b) They should be directed to draw public attention to the conditions under which the poor are

compelled to live. If the insanitary and defective conditions of the dwelling in which the worker lives produces an illness, which makes him and his household a charge upon the public purse, the owner of that property should be compelled to contribute towards their support. The housing problem demands instant solution.

(c) They should have power to appoint an officer who should stand *in loco parentis* to the boys and girls who are living in common lodging-houses. I have come across many instances in this town (in Manchester I met with hundreds such) where boys in their teens and, to a lesser extent, girls in their teens, are living in such places. Either they are orphaned or they have run away from home. But they are there, growing up amidst filthy conditions, forming desultory habits of work and life, surely gravitating into hooligans, paupers and criminals. They should be taken away absolutely, from the life of the common lodging-house, say every young person under eighteen years of age, and subjected to the supervision of a trained and competent official.

(d) They should have the widest possible powers given them for the purpose of caring for young children.

11. I should like to see houses established for the benefit of widowers and their families. The position of a man left with several little children is pitiable in the extreme. In the case of a working man it is next door to impossible for him to bring up the children properly. Further, I have known more than one instance where a designing woman has thrust herself upon such a man, to the great detriment of the upbringing of the family. Immorality easily follows in such cases.

12. Old age pensions are an absolute necessity. They should be granted to every person who attains the age of sixty, irrespective of need. This in itself would greatly relieve the pressure of Poor Law administration.

13. But whatever the particular remedies which may be suggested to and adopted by the Commission, the abiding need is for a recognition of the right to live and the right to work of every man: the constant distinction between the unworthy and the worthy; compulsion to be applied to the former class, and adequate considerate and immediate help to be provided for the latter.

APPENDIX No. LXXVII.

STATEMENT OF EVIDENCE BY MR. JOHN HEWING, HUDDERSFIELD, MEMBER OF THE FRIENDLY SOCIETIES FEDERATION AND OF THE EXECUTIVE COMMITTEE TRADES COUNCIL, VICE-CHAIRMAN CONCILIATION BOARD, MEMBER OF THE BOARD OF GUARDIANS, AND MEMBER OF DISTRESS COMMITTEE, ETC.

PROVINCIAL URBAN CENTRES—WEST YORKSHIRE.

1. The social and industrial conditions of the people here for the last fifteen years have been fraught with great concern.

2. As a member of the Friendly Societies Federation, the Executive Committee Trades Council, Vice-Chairman Conciliation Board, Poor Law Administration, Distress Committee, etc., I have been brought into contact with a great deal of the social and industrial life of this district, and I have generally found that the conditions prevailing in organised labour, if not altogether what one desires, are far superior to those in unorganised labour.

Organised Labour.

3. In organised labour there is a distinct tendency of a larger friendship and fraternity which I attribute to various agencies:—

(1) The monthly journals issued free to members by the friendly and trade societies, with leading articles and several pages devoted to members to air their views, and on social and economic questions and on the practical aspects of trade.

APPENDIX No. LXXVII.—Continued.

(2) With these thoughts inculcated in the mind you get a more retentive workmen, a better citizen, brighter homes, less insanitary surroundings, housing question solved, longer life.

(3) The habit of thrift. The hundreds of these working men with whom I have consulted have always impressed me with the fact that they have an account (though it may be only a small one) in the General Post Office or local savings banks.

(4) Not more than 4 per cent. of these apply for Poor Law relief.

Unorganised Labour.

4. In my experience of this union, where we have unorganised labour, the social and industrial conditions are extremely bad. Very seldom have I seen the unorganised workers aspire to anything above the public-house and drinking dens; they are very unintelligent and erratic in employment; they care little or nothing for the district and they make no effort to elevate themselves or others from their environments. While, therefore, the great friendly and trade societies are offering such splendid benefits for the present and future to alleviate suffering and old age, this unorganised body of labour is on the increase.

5. On our Relief Committees and Workhouse Visiting Committees I generally ask the applicants, "Are you or have you been a member of a friendly or trade society?" "No." "Have you ever thought of the great benefits such as out of work, sickness, superannuation and other benefits to be derived from association with these societies?" "Perhaps I have," uttered in "I don't care" sort of voice.

6. In my judgment we get from unorganised labour the great bulk of pauperism.

(1) "The able-bodied ins and outs," that infest our workhouses and won't work.

(2) "The ne'er-do-wells," those that migrate from mill to mill, from job to job, with a view to shirk the "monotony of labour" and so keep their families in a state of destitution.

(3) At the age of fifty, broken down in health, they are recipients of outdoor and indoor relief.

7. The great controversy that has taken place in our lodges and societies for a number of years with regard to the manner in which the widows and orphans of our late members have been treated has caused me to look into this question, the outcome being that I was nominated for a seat on the board of guardians in 1894. Previous to 1894 persons became members of the board because of political reasons and not because of their level headedness. They were often advanced in years and too feeble for the onerous duties and cares of Poor Law administration. Since the above date there has been a marked improvement in this direction; friendly and trade societies have taken the matter up to the benefit of the ratepayer and the honest recipients of relief.

State Old Age Pensions and Free Medical Relief.

8. The great bulk of our friendly and trade societies are strongly in favour of State old age pensions. But in all the discussions in which I have taken part there has been a distrust in non-contributory schemes. After millions of our members have provided through their various societies for old age, and when thousands to-day are enjoying the same, it would hardly be fair that the Imperial Government should step in and place a premium upon the lack of industry and thrift and cause a great cessation in membership and funds.

9. I would suggest that a Revenue stamp be placed upon the wages list opposite the name of every employee (say, 1d. stamp where wages were 10s. and under 20s., 1d. stamp from 20s. and under 40s.) and that it be compulsory upon the employer to affix the same, and stop the amount from the wages of the employee.

10. With regard to free State medical relief, I cannot see my way at present to advocate it. The country has not given enough thought to such a scheme. But what I would advocate is that our hospitals and infirmaries ought to be subsidised very largely by Government grants.

Proposed Reforms.

11. I make the following suggestions for reform in the law:—

(1) That the chairman and vice-chairman of the boards of guardians be *ex-officio* justices of the peace.

(2) That the full control be given to guardians to engage or dismiss all officers without having to ask the sanction of the Local Government Board.

(3) That all meetings of board of guardians be held at 5 o'clock in the evening, in order that all sections of the community may be represented.

(4) The Out-door Relief Friendly Societies Acts be extended, so that trade unions, co-operative and kindred thrift societies be included.

(5) That all male children who come under the control of boards of guardians, when old enough and wherever desirable and possible, be apprenticed to a skilled trade.

(6) That full power be given to guardians with regard to dietary and treatment of hospital cases, especially tuberculosis, which should be treated without disenfranchisement.

(7) That full powers be given to guardians with regard to detention, work, isolation, and dietary of the ins-and-outs (or the idle able-bodied).

(8) That larger powers of detention be given to guardians with regard to young pregnant women coming into workhouses.

(9) That larger powers be given to guardians with regard to alterations or additions to workhouses, children's homes, union offices, etc., without having to submit the same for approval to the Local Government Board.

APPENDIX No. LXXVIII.

STATEMENT OF EVIDENCE BY MR. GEORGE HILL, SUPERINTENDENT OF OUT-RELIEF OF THE SHEFFIELD UNION.

PROVINCIAL URBAN CENTRES—WEST YORKSHIRE.

1. The members of the board with the exception of the chairman and vice-chairman, are divided into six relief committees, and no member is allocated to the one dealing with the ward or parish from which he is elected. A chairman and vice-chairman is appointed to each committee of which two members form a quorum; the meetings are held weekly at 10 a.m., except on Tuesdays, when one committee meets at 2.30 p.m., no meeting being held on Saturdays.

2. All applications, including those for discretionary relief received, and for admission to the workhouse or

hospital, received by the relieving officer since the previous meeting are placed before the committee.

3. The relieving officer whose Application and Report Book is taken by the chairman, gives particulars of the case and result of enquiries made by him, after which the superintendent of out-relief, who attends the committee and records the orders of the guardians in the Relief Order Book, adds any information he may have, either from his own enquiries or from the Cross Visitor's Report, and assists the committee generally in obtaining the full facts of the case and coming to a decision.

APPENDIX No. LXXVIII.—*Continued.*

4. Should any case arise affecting the policy of the board or which the relief committee consider is of more than ordinary importance, it is referred to a committee which is designated the General Out-Relief Committee; this consists of the chairman and vice-chairman of each relief committee, and meets on the second Tuesday in the month. It also deals with matters connected with the staff of the Out-Relief Department and those not directly connected with any particular relief district.

5. *Visiting Slips.*—These are of great assistance, and are entered by the relieving officer on the first application for relief of any description, either indoor or out, and are revised on each subsequent application. As they are transferred from one district to another when an applicant removes, they form a continuous record of the history of each case and of all relief given and are invaluable in tracing cases and families. (Specimen appended—See Appendix No. LXXVIII. (A).)

6. *Outdoor Test Labour Yard.*—For the purpose of dealing with the single men of the idle, profligate class the guardians have a yard where they are put to the task of either wheeling or breaking stone.

7. On their application for admission the relieving officer is empowered, after obtaining a certificate from a district medical officer as to their fitness, to offer them relief in the shape of an order for work at the yard, and food consisting of 2 lbs. of bread, $\frac{1}{2}$ oz. tea, $\frac{1}{4}$ lb. sugar, 2 oz. cheese, and a ticket for one night's lodgings, the whole with one pint of soup given at dinner time, being valued at 9d. Some refuse the relief, others take the food, but do not go to the yard; if the latter return and become chargeable within a month they are prosecuted. Some take the relief and go to the yard, and at the end of the day, if the task is performed to the satisfaction of the labour master, they are given another day's relief in advance.

8. Provision is made for the men to go and seek work, and in many instances the labour master has obtained regular work for the men in the corporation yard which adjoins ours, and with other employers. Some of these men do not apply again, others after a time come again, and many of them, if not at the yard, are in either the workhouse or prison. They are generally of the class who live in model lodging houses, and in summer time roam the country, generally sleeping in fields or outhouses. They appear to be entirely devoid of any self-respect.

9. *Medical Relief.*—My opinion, based on a long experience, is that a lax system of giving orders for medical relief is one most prolific in producing paupers. It is a small matter for the relieving officer to give a doctor's note, but unless the strictest enquiries are made, and the case treated as an application for ordinary relief, it is opening the door to the class of people for whom relief is not intended.

10. I should be very careful in refusing medical relief unless satisfied the people were able to provide it themselves; yet if on enquiry I found they were in a position to pay for it I should take steps to compel them to do so.

11. The policy of the guardians in this union is to give outdoor relief to respectable people in satisfactory homes, and never to offer indoor relief unless after special enquiries there are strong reasons for not giving outdoor.

12. The recipients of outdoor relief are all classified on their length of residence and character, the maximum amount weekly for adults being:—Class A., 5s.; B., 4s.; C., 3s.; and children 1s. 6d. and 2s. per head. Although these amounts are fixed as the maximum under ordinary circumstances, the discretion of the relief committee is not interfered with and a larger sum may be given if special circumstances warrant.

13. The classes of persons applying for relief are sick and aged people, widows and deserted women with young children dependent, a good number of single men as mentioned under "outdoor test yard," able-bodied men out of employment, unskilled labourers from forty-five to sixty years of age, and who are beginning to show

signs of advancing age; also a good number of females from sixteen to thirty years, who, whilst they can scarcely be termed prostitutes, do not lead respectable lives and are frequently found cohabiting with men who are often in the workhouse.

14. Causes of pauperism are so many, but I think the following are among the chief causes, viz.:—

(a) *Lack of proper home life* resulting in early and improvident marriages, large families, in many cases only small wages and no provision for sickness. (This class of person often resort to the relieving officer within six months of the wedding-day, and application is repeated in after years.)

(b) *Drink and gambling* are undoubtedly great factors not confined to the young or middle-aged, for we occasionally find our not able-bodied old people put a shilling on a horse if they can scrape one together.

(c) *Want of work.*—This brings many to seek relief, and whilst it is possible for a man with a family to enter one or perhaps two clubs and have 12s. or 14s. weekly in case of his own sickness, it is very difficult for the unskilled labourer to save sufficient money out of his weekly wage to maintain his family more than a week or two when out of work.

(d) *Old age.*

(e) *Widowhood.*

(f) *Husband's desertion.*

15. The present system of taking houses and subletting the rooms as furnished apartments at heavy rents in poor neighbourhoods is a source of considerable immorality and pauperism.

16. Applications for relief are made to the relieving officer, who takes all particulars on a visiting slip, visits the home, takes note of the whole circumstances and surroundings, and, if necessary, gives an order for the doctor to attend. If there is immediate need he supplies necessaries, such as food, coals, etc., or, if recommended by the medical officer, beef and milk, until the weekly meeting of the Relief Committee, and in the meantime enquires into the circumstances of relatives liable to maintain. He also gleans what information he can as to the habits and character of the applicants.

17. The cross visitor is also supplied with the name and address only of each applicant for outdoor relief. He makes all enquiries and obtains information independent of the relieving officer, and frequently unearths valuable information, which is placed before the Relief Committee by the superintendent of out-relief, along with that obtained by the relieving officer when the application comes up for consideration. Whilst there is no desire to harass or trip him, this arrangement has the effect of keeping the relieving officer up to his work, and as the cross visitor goes into all the relief districts he at times finds persons who, having applied and failed in one district, try another, but on his visit they are recognised and the record, of which he keeps a separate copy, is brought. This is of great help in keeping down the impostor, and it is of service in the interests of cases which at times are discovered where an increase in the amount is necessary, and it frequently happens that the relief is increased on information supplied by that officer.

18. In addition to visiting new applicants the cross visitor visits every person in receipt of outdoor relief once in three months, and in some cases more frequently. His visits are made at various times, often in the evening and unexpected, and it frequently happens that facts come to light that were not intended to. An energetic cross visitor with a good memory and knowledge of the customs of the people should be an invaluable officer in the efficient administration of relief.

19. The following reforms in the law or practice suggested are:—

(a) Powers should be given to the guardians to remove sick and aged people not properly cared for in their homes, to the union hospital, where at

APPENDIX No. LXXVIII.—*Continued.*

present they sometimes refuse to go, and the guardians have no authority to compel them.

(b) Powers to deal with destitute heads of families not suitable for out-relief, and whose families suffer by their refusal to accept indoor relief.

(c) Powers to deal with young single women who are constantly going in and out of the workhouse.

(d) An alteration in the mode of recovering on maintenance orders from parents of children adopted by the guardians to enable the orders to be enforced in the same manner as an affiliation order.

(e) The establishment of municipal lodging-houses which could be kept under efficient supervision would benefit the respectable working man and would very materially assist in keeping the worthless character more under control.

APPENDIX No. LXXVIII (A).

(Paper handed in by Mr. George Hill, Sheffield Union.)

FORM OF VISITING SLIP.

Folio.	Residence and Rent.	Date of Application.	Date of Visit.			
Names of Applicant and Family.		Age.	Occupation.	Earnings.		
				£	s.	d.
Cause of Application.		Other Sources of Income Clubs Lodgers, &c.				
Settlement, &c		Relief given in Money and Kind. s. d. s. d.				
		Relief first given.				

APPENDIX No. LXXIX.

STATEMENT OF EVIDENCE AS TO MEDICAL ASSISTANCE OF THE POOR, BY DR. FREDERICK HOLMES, DISTRICT MEDICAL OFFICER, LEEDS UNION.

PROVINCIAL URBAN CENTRES—WEST YORKSHIRE.

1. There are large and well-equipped infectious hospitals at Seacroft, near Leeds, built and fitted up regardless of cost by the City Council, where infectious cases, such as smallpox, scarlet fever, typhoid, and diphtheria, are treated free of cost to those who choose to take advantage of them. These hospitals have a staff of two medical officers with well-trained and efficient nurses.

2. In the service of the guardians of the Leeds Union there are eight district medical officers appointed to look after the poor in time of illness; in fact, anyone receiving an order from the relieving officer is medically attended to. There is a Poor Law dispensary, where medicines are dispensed on the presentation of prescriptions given by the medical officers. In cases of urgency the medical officers have the option of ordering extras in the shape of food and alcoholic stimulants such as brandy and port.

3. There is a large infirmary connected with the workhouse with a staff of three medical officers and well-trained nurses, etc.

4. In Leeds there are two voluntary hospitals and two public dispensaries and a lying-in hospital. A few miles out of Leeds there are convalescent homes and sanatoria for cases of tuberculosis. There are numerous medical clubs established for the working-classes, but these are frequently taken advantage of by people who are well able to pay for medical assistance.

5. I suppose that poverty is the chief reason for the seeking of gratuitous medical aid, although I have no doubt many who are able to pay take advantage of it.

6. There is no co-operation or over-lapping between the various agencies for the medical assistance of the poor, so far as I am aware.

7. I think the handing over to one agency of the whole of the work of medical assistance in a large population like that of Leeds would be altogether unworkable.

8. I consider the poor and general community of Leeds are medically well looked after.

APPENDIX No. LXXX.

STATEMENT OF EVIDENCE BY MRS. ROBERT HUDSON AS TO THE PROVISION OF MEDICAL ASSISTANCE FOR THE POOR IN LEEDS.

PROVINCIAL URBAN CENTRES—WEST YORKSHIRE.

1. In the City of Leeds there are numerous agencies of a public and private character for rendering medical assistance to the sick poor, and a general outline of the arrangements and the methods employed may indicate the extent to which this work in the city is carried out.

(1) CITY COUNCIL HEALTH DEPARTMENT.

2. The work of this important branch in the city is primarily in the interests of the public health, and any assistance it may render to the sick poor is mainly incidental thereto. The City Council has made ample provision for the isolation of infectious sickness by the establishment of fever and smallpox hospitals in the open country at Manston, near Leeds. The sanitary authority also supplies disinfectants for infectious cases treated in the homes of people.

(2) THE POOR LAW.

3. There are four unions in Leeds, with hospitals attached to each, and this is the rate-aided provision for general medical assistance to the sick poor who are unable to afford the services of a private medical practitioner. The following is a brief description of the work of one of the Poor Law unions of Leeds:—The cases are enquired into by the relieving officers, and, if deemed necessary, orders are given for the services of outdoor medical officers appointed for different districts. An order is given for the treatment of any patient in the union workhouse hospital, provided the case cannot be adequately dealt with in the patient's own home. The whole union is mapped out into districts, and there are eight medical officers. The union infirmary has recently been enlarged and accommodates about 800 patients. There is a staff as follows:—Resident medical officer, two assistant medical officers, dispenser and upwards of sixty trained nurses.

4. There is, no doubt, some danger of overlapping between the unions and charitable institutions doing a similar work, but the authorities take steps to minimise such overlapping as much as possible. It should be noted that citizens who are treated by the union medical officers are not subject to the disabilities of being disfranchised as in the case of persons obtaining ordinary parochial relief.

(3) VOLUNTARY INSTITUTIONS—i.e., HOSPITALS, INFIRMARIES, MEDICAL AID ASSOCIATIONS, ETC.

5. The City of Leeds is happily well served with a large number of voluntary organisations for the relief of suffering and pain, and the treatment of all kinds of diseases. A few of the leading institutions may be mentioned.

(a) Leeds General Infirmary.

6. This is a pure charity, managed by public-spirited citizens and generously supported by all sections of the community. The only recognised claim for admission to this charity is the suitability of the case and the poverty of the applicant. This institution is exceedingly well equipped and meets the requirements of Leeds and the district for miles around. Its operations are, therefore, more than local. In addition to a resident staff of medical officers a large number of leading members of the medical fraternity in the city act in an honorary capacity and render a considerable amount of voluntary service. In the general infirmary there are upwards of 400 beds, about 90 per cent. of which are constantly occupied. There is also a large number of outside patients.

(b) Leeds Public Dispensary.

7. This is a charitable institution, supported entirely by voluntary subscriptions and endowments, and dealing with over 4,000 new patients per annum. The majority of the patients attending the dispensary are from the poorest section of the community, and are in a large number of instances only a step removed from pauperism.

APPENDIX No. LXXX.—*Continued.*

8. The public dispensary opened a branch in South Leeds (a working-class part of the city) in 1905.

9. The Medical Board is largely constituted of honorary specialists and medical practitioners.

(c) *Hospital for Women and Children.*

10. This hospital is entirely supported by voluntary contributions and endowments and is doing valuable work in the treatment of diseases peculiar to women and children. All deserving poor cases are eligible for admission. The Medical Board consists mainly of leading members of the medical faculty, who act in an honorary capacity.

(d) *Leeds Maternity Hospital.*

11. This hospital has been established as a lying-in hospital for poor married women of the city who could not otherwise receive proper care and attention in their homes. Sixteen beds for lying-in cases are provided. Patients are admitted free, but each case is strictly investigated prior to admission as a precaution against misuse. The hospital is supported by voluntary contributions and endowments chiefly as the result of the efforts of the Leeds Ladies' Hospital Committee.

(e) *District Nursing Association.*

12. The object of this association is to provide for nursing the sick poor in their own homes. Branch nursing homes are situated in various districts of the city, where the services of the nurses may be obtained as required. The income is chiefly derived from subscriptions amounting to about £2,000 per annum.

(f) *Leeds Association for the Prevention and Cure of Tuberculosis.*

13. Sanatoria for consumptives (open-air principle) have been established at two centres in the neighbourhood of Leeds, and about ninety patients can be accommodated. The arrangements are under the control of a strong and influential local committee, and appeals for public subscriptions have been readily responded to in support of this association.

PUBLIC APPEALS FOR HOSPITAL FUNDS.

14. Every facility is given to the people of Leeds to contribute towards the medical charities. The Leeds Workpeople's Hospital Committee is a strong and energetic organisation appealing for public support by various methods. Grants are made each year to the various hospitals in proportion to the size and scope of work—the largest grant being voted to the general infirmary. Workpeople in the various workshops in the city contribute weekly to the funds.

15. The following extract from the last published annual report of the Leeds Workpeople's Hospital Fund Committee shows the subscriptions received and the grants proposed to the medical charities. It should be mentioned that this organisation has founded two convalescent homes for patients in the country for the benefit of the workpeople of Leeds.

"Comparative receipts for 1904 and 1905 (omitting shillings and pence):—

	1904.	1905.
	£	£
Workshop collections - - -	7,832	8,109
Public-house collections - - -	1,087	1,022
Ward carnivals - - -	425	504
Sunday concerts - - -	354	228
Gala - - -	1,039	762
Club collections - - -	152	143
School collections - - -	133	119
Football matches, etc. - - -	212	183

"Our year's income reached £11,115 0s. 5d., showing a net decrease of £121 14s. 10d. With the balance from the previous year (£2,101 18s. 6d.) we have a total income of £13,216 18s. 11d.

"The grants to the Leeds Medical Charities are proposed to be the same as in 1904, viz. :—

	£
Leeds General Infirmary - - -	5,000
Leeds Public Dispensary - - -	750
Leeds Hospital for Women and Children - - -	750
Leeds Tuberculosis Association - - -	280
Leeds District Nursing Association - - -	225

Bramley Nursing Association - - -	50
Stanningley Nursing Association - - -	50
Leeds New Maternity Home - - -	100

"These grants will leave a surplus of £2,609 17s. 11d., which will be set aside as a building fund."

16. The Leeds Ladies' Hospital and Maternity Fund is another organisation for raising voluntary subscriptions for medical charities, and the work is sustained by a body of interested ladies. The city is divided into districts for collecting purposes, and a president and a number of collectors are elected to serve in their respective districts. The following extract from the last published Annual Report of this organisation gives the amount of grants allocated to the medical charities :—

	£
Maternity Home - - -	200
General Infirmary - - -	70
Women and Children's Hospital - - -	25
Public Dispensary - - -	25
District Nurses - - -	20
	£340

17. There are also collections made in all the places of worship each year on behalf of the medical charities, as well as in the theatres and other places of entertainment, etc., and large contributions are received from these sources.

18. In addition to the above, and many lesser kindred organisations for assisting the sick poor, mention should be made of the—

LEEDS FRIENDLY SOCIETY'S MEDICAL AID ASSOCIATION.

19. This association can hardly be considered as in the same category as the above-mentioned charitable institutions, as it is an amalgamation of upwards of fifty friendly society lodges, and exists for the benefit of the members who contribute towards its operations, and who cannot, therefore, be regarded as "sick poor" for the purposes of this statement. The friendly societies affiliated with this association number nearly 8,000 members, all of whom are provided with free medical attendance in times of sickness. There are two fully qualified medical officers and two surgeries possessing every convenience for the use of members of the association, which is managed by a committee of delegates from each society. This is one of the many benefits derived by members of friendly societies, and everything should be done to encourage the working-classes to adopt principles of thrift by alliance with such organisations. The Education Committee grant the use of their schoolrooms for friendly society meetings on payment of a nominal sum of 1s. per meeting for fuel, light and cleaning.

20. Although only indirectly bearing upon the subject at present under enquiry, it may be interesting to refer to the work of the Leeds Invalid Children's Aid Society and to note the success which has attended the efforts of this body on behalf of the crippled and invalid children of the city. A devoted body of lady workers has for some years past maintained the oversight of these afflicted children, visited and instructed them in their homes, raised funds for sending many of them to convalescent homes, and for providing surgical appliances, i.e., crutches, splints, special boots, as well as lending invalid chairs, etc., to those needing such assistance and who otherwise could not obtain it. Over two years ago the education authority opened its first special school for the education and training of the crippled and invalid children of Leeds, mainly through the operations of the Invalid Children's Aid Society, whose responsibilities have since increased rather than diminished, and whose members continue to take warm interest in a large number of crippled children not able to attend the special school. It should be mentioned that this society also provides a good mid-day meal to all the scholars attending the special school, and those parents in a position to pay are charged with the bare cost, viz., 2d. per dinner. A workshop for scholars whose school career has terminated at sixteen years of age was recently opened in Leeds by this society with the object of training each child in a suitable trade or other occupation whereby it may become wholly or partially self-supporting in after-life.

APPENDIX LXXX.—*Continued.*

SUGGESTIONS.

21. I am of opinion that co-relation and co-ordination of the medical charities for the sick poor of the city is needed with a view to a general all-round increased efficiency and to the prevention of:—

- (a) Overlapping and intercrossing medical relief,
- (b) Waste of effort and funds in organisation and administration; and to
- (c) The concentration of action in the appeals for public subscriptions, etc.

22. Whilst appreciating the valuable work done by Poor Law guardians in giving medical assistance, it would appear to be desirable to separate the sick poor from all taint of pauperism, and this could not be possible if the work (particularly the out-patient portion) were undertaken by boards of guardians, although it is no doubt necessary that an infirmary should still continue to be attached to each workhouse.

23. Furthermore, to hand over the control and management of the various medical charities to public bodies would, in my opinion, be objectionable and undesirable for several reasons. It would sooner or later have the effect of entirely eliminating the voluntary services so willingly rendered by public-spirited citizens and medical men, it would lessen public activity and interest in the work, it would largely increase officialism, and it would impose an enormous additional burden upon local rates. It may fairly be assumed that if the medical institutions were publicly controlled, the services of the medical profession could not be expected gratuitously, as at present, whilst the best medical skill would not be available, as it would not be possible to afford the salaries and fees required by the leading specialists and members of the medical profession, and thus second-rate men would be appointed.

24. It is suggested, therefore, that the various medical charities in the city be placed under the control of a strongly representative and influential voluntary com-

mittee to organise and to unify its varied operations. Authority might be given to the City Council by means of fresh legislation, if necessary, to support financially the work of such a voluntary committee as mentioned, and also to afford any information or assistance in its power. It may here be noted as one instance of public support being given to private charitable agencies, that the Leeds City Council contributed last year £2,000 towards the work of the Leeds Association for the Prevention and Cure of Tuberculosis.

25. At the present time I believe the utmost is being done by the medical charities of Leeds to give medical relief, and there is no doubt that the city is well served in this respect, although at the same time the medical relief is necessarily limited, and any development of work is liable to be retarded through a lack of funds. As a member of the Leeds Education Authority, I am fully alive to the fact that there are from time to time in the public elementary schools a number of children reported to be suffering with bad eyesight, needing suitable glasses, and whose parents are too poor to provide them. Any of the institutions having an ophthalmic department are quite willing to assist, and have rendered all the assistance possible in prescribing free of charge suitable glasses for patients, although they could not afford the large expense in providing such glasses, whilst the education authority has no power to spend money out of the rates for such a purpose. The difficulty has recently been temporarily bridged over by one of the leading opticians of the city offering to supply free glasses to necessitous cases within a specified time, but this is too important to be left entirely to the mercy of private charity, and if reasonable financial support could be given by the public authority in this respect, it is believed there would be no appreciable lessening of private efforts on behalf of the eyesight of children, whilst at the same time any provision of medical aid for the deserving poor would not be interfered with.

APPENDIX No. LXXXI.

STATEMENT OF EVIDENCE BY MR. J. H. KAYE, J.P., MEMBER OF THE COMMITTEE OF THE POLICE COURT MISSION AND LABOUR HOME, HUDDERSFIELD.

PROVINCIAL URBAN CENTRES—WEST YORKSHIRE.

1. I am a member of the Committee of the Police Court Mission and Labour Home which was established in Huddersfield about six years ago, and as a Justice of the Peace for the borough of Huddersfield I have had many opportunities of seeing the great amount of practical good which this charity has done, and is still doing, not only to the poor of Huddersfield but also to strangers, wayfarers, who happen to come to this town. We were very fortunate in securing as Police Court Missionary, Mr. Grundy, a man who has had several years' previous experience in the Church Army, and I attribute much of our success to the tact and ability he always shows in the important work he has to perform.

2. I wish to deal principally with the work of the Labour Home, but before doing so I should like briefly to refer to Mr. Grundy's work as Police Court Missionary. His first duty every morning is to visit the police cells, and years of experience enable him easily to decide which are ordinary "goal birds" and which are first offenders, and it is naturally to the latter that his sympathies at once go out. After a quiet talk in the cells, he follows the case when it is before the magistrates, and if a conviction follows he is often the first to greet the prisoner at the prison gates on the morning of his release, this being obviously a time when he most needs a helping hand, and it was principally for this purpose that the Huddersfield *Labour Home* first came into existence.

3. We commenced by renting a house at 30, Ramsden Street, as a Labour Home and lodging house, but we have accommodation for only thirteen men, in addition to the part reserved for Mr. Grundy and his family. In the yard at the back of the house we have a workshop, which we use chiefly for chopping firewood and making it into bundles for sale; and we also make a patent firelighter, for which we find a ready sale.

4. The work of the Labour Home may be divided into three categories, viz:—

(1) Men who are for the time being unemployable, and whom we take into the home, and keep for several weeks until they are able to manage for themselves. We have had sixty-eight such men during the last twelve months.

(2) Working men on tramp (as distinct from the habitual tramp), to whom we give supper and a bed ticket for the night.

(3) Householders or residents of Huddersfield or neighbourhood who are temporarily out of work. These we employ as often as possible at the rate of 2s. 6d. per day.

5. As regards men of the first category, of whom, as I have said, we have had sixty-eight resident in the

APPENDIX No. LXXXI.—*Continued.*

home during the past year. At the end of an average stay of eight weeks they left us with the following results :—

- 19 situations were found for.
- 13 left to seek work.
- 2 were emigrated to Canada.
- 5 left giving no reason.
- 5 were restored to friends.
- 3 transferred to other homes.
- 1 sent to hospital.
- 7 dismissed.
- 13 in the home at end of year.

6. Out of these sixty-eight men at least eight had committed crime, but this is no disqualification provided of course we are satisfied there is a real desire to make a "fresh start" in life. I will give only one example of what a stay of a few weeks in our Labour Home has done for a young fellow whom I saw and spoke to only a few days ago. I give the report in the man's own words :—

"During the early part of 1906 I was tramping from town to town in the North of England seeking work. I reached Huddersfield last Good Friday in a sorry plight, my clothes in rags, my boots worn out, and without a copper in my pockets. Mr. Grundy took me into the home, kept me a few weeks. I chopped wood and did other jobs according to my strength, which increased every week, and besides my food and lodgings I thus earned a little extra, which I spent in fresh clothes and boots. When I left Huddersfield I went to Liverpool and obtained a situation as steward on board the Cunard Steamer "Umbria," which I still hold, and last Friday whilst the "Umbria" was in Liverpool I obtained a couple of days leave in order to come to Huddersfield to see Mr. Grundy and those who befriended me when I was so down on my luck."

7. In dealing with the second category, "*working men on tramp*," care is of course necessary, to prevent the habitual tramp, the work-shy, from imposing upon us ; and the task we demand, viz., chopping wood for two and a half hours, is our best safeguard, for the ordinary tramp won't work, if he can possibly help it, whereas the genuine working man on the road seeking work gladly accepts our terms of two and a half hours' work, which entitle him to supper and a bed ticket for the night—on no account is any money given. We have helped 262 men in this way during the last six months, and expect even more during the next six months.

8. As regards the third category—residents of the town and district who are temporarily out of work. For these we find employment as often as possible, paying them 2s. 6d. a day, this helps to keep the wolf from the door, and not being an extravagant wage it keeps within the men a "divine discontent," so that they are keenly on the look out for a better job outside. Of this class we have generally about half a dozen at work at most seasons of the year.

9. As I have stated before, we rent a house at present as a Labour Home, which accommodates thirteen men, but we are so satisfied with the results (as a whole) of our work during the last six years, that we have decided to spread our wings, and for that purpose we recently purchased a group of eight cottage houses and a large garden, in a central position, which we intend to use as our new Labour Home. It is intended to erect a large workshop in the garden, and the houses can easily be adapted for the uses for which they will be required. The purchase money and alterations will cost about £3,500, and we have already collected £2,700, and fully expect to obtain the balance shortly.

10. The one difficulty ahead of us is the question of working expenses, for, during the last year, even with our present small house, with its accommodation for only thirteen men, our expenses have exceeded our income by over £100. This deficit will undoubtedly grow larger by leaps and bounds during the next year, unless we can tap fresh sources of income, for obviously the new larger home will need more money than the comparatively small home does.

11. *Board of Guardians.*—We recently approached the Huddersfield Board of Guardians and laid our case before them, pointing out that many men in our third category had been sent to us by their own relieving officers and by members of the board of guardians themselves, and we asked them to allow us a donation of at least £100 a year from the public funds, for obviously we relieved many cases which would otherwise have had to be dealt with by the guardians. The members of the board of guardians gave us a sympathetic hearing, and promised to consider the case most seriously, and I believe I am right in saying that they are making enquiries as to their powers in this direction.

12. *Relief of Distress.*—I am of opinion that the work in the third category of our Police Court Mission and Labour Home is a "working model" of a desirable method for the relief of men temporarily out of employment.

13. I am strongly of opinion that the work of the Police Court Mission and Labour Home in its second category is the proper method for assisting *genuine working men* who are tramping the country seeking work. I consider it is most undesirable to mix the habitual tramp and the genuine working man, as is now done in the casual wards at workhouses. By our system a man performs his two and a half hours task, by which he earns his supper and a bed, and he is thus ready for turning out to seek work early the following morning, whereas a man who seeks a night's shelter in the casual ward at the workhouse has to perform his allotted task the next morning, and he cannot leave the workhouse until nearly mid-day. This is far too late as a rule to seek work for that day, so that many a man I believe drifts with the stream and becomes a tramp against his will in the first instance.

14. In my frequent journeys about the country by motor car I have often been surprised to notice the enormous number of regular tramps there are wandering about. I am very strongly of opinion that these men ought to be swept into labour colonies and compelled to work. Germany, Belgium, Holland, and Denmark have all dealt with this problem in a practical fashion, and surely if a careful study were made of the best continental methods a scheme suitable to the requirements of our own country could be found.

15. For the assistance of genuine working men who are on the road seeking work, I would have a labour yard situated as near the centre of each town as possible. This yard could be under the control of a retired soldier of tried capacity and character, or a retired police sergeant, and the first duty of a tramp would be to apply to the chief constable or sergeant in charge of the police office in each town, and if he satisfied the officer as to his *bona fides* he could then be sent to do a certain amount of work, stone-breaking or other similar work, by which means he would earn his supper and a bed, and in this manner, as I have before explained, he would not be herded with the habitual tramps at the workhouse, and he would, moreover, be at liberty to leave at daybreak the following morning, this being the most likely time for him to secure a regular job.

APPENDIX No. LXXXII.

STATEMENT OF EVIDENCE AS TO THE SUPPLY OF MEALS TO POOR CHILDREN IN THE CITY OF LEEDS, BY COUNCILLOR KINDER, J.P., CHAIRMAN OF THE LEEDS EDUCATION COMMITTEE.

PROVINCIAL URBAN CENTRES—WEST YORKSHIRE.

1. Free or assisted meals for school children have been supplied in Leeds at intervals during many years. The education authority have on all occasions been in close touch with the arrangements. It will probably be sufficient to refer to the steps taken since the appointed day under the Education Act, 1902.

2. In the autumn of 1903 the Education Committee sanctioned arrangements whereby Dr. Hall, with the aid of friends and school teachers, began his experimental feeding of school children. At first one light meal was supplied daily to sixty children (from about five to eleven years of age). Afterwards the number was increased to 100, and two meals a day were supplied. The average daily cost of the two meals was 2½d. per child. Whole meal malted bread, skimmed milk and cocoa, with margarine, etc., were supplied at breakfast. The dinner was varied, and consisted of meat or fish, or tripe, or suet pudding with bone gravy, potatoes, rice, beans, onions, and malted bread.

3. Dr. Hall took both a benevolent and scientific interest in the work, and no doubt effected considerable improvement in the physique of the children.

4. For an extension of the work the Education Committee provided and fitted up a large dining room in the St. Peter's Square Council School playground, and provided gas for the cooking stoves.

5. On October 26th, 1904, a resolution was passed by the Education Committee to facilitate arrangements for supplying meals to poor children all over the city, and thereupon schools were freely placed at the service of the organizers of the Leeds Children's Relief Fund, and teachers willingly gave their services; teachers and scholars also made up garments and collected funds, and there was a very earnest spirit of co-operation all through the school system of the city to cope with the distress arising from lack of employment. During the year 1904-5, 323,000 dinners were given from the fund initiated by the Lord Mayor, besides, of course, large numbers of garments and boots, which were supplied by friends and teachers. The sum of £1,721 was raised, and at the close of the session a balance of £105 was handed to the Education Committee for the following year. (See report herewith.)*

6. In April, 1905, a special meeting of the Education Committee was held to consider the necessity of taking further steps, and at that meeting a return was presented of the number of underfed children throughout the City. It was resolved that the Lord Mayor be recommended to convene a meeting of voluntary workers with a view to considering the question of providing meals for underfed school children, the cost to be defrayed by voluntary subscriptions, the school attendance officers to be empowered to make enquiries from time to time as to the circumstances of children so that only necessitous cases should be dealt with.

7. Shortly afterwards the Local Government Board issued "The Relief (School Children) Order, 1905," addressed to the guardians of the poor. This to some extent changed the position and accordingly, in September, 1905, the Chairman of the Education Committee convened a conference of representatives of the four boards of guardians having jurisdiction in Leeds as to the best means of carrying into effect the Relief (School Children) Order; that conference met in the Education Offices on October 9th, 1905, and it was resolved that the initial information as to the necessity for free meals should come from the Masters and Mistresses of the public elementary schools through the Education Committee, and that the guardians should undertake to deal with certain cases and the Education Committee with other cases. The attendance officers of the committee were fully empowered to do all that was necessary, but

when the order came to be worked the guardians were met with difficulties at various points. In the result, although they supplied 3,399 meals, yet the feeling of the Committee was that there were many cases unrelieved which the guardians were unable to deal with.

8. The Education Committee had received a balance of £105 from the previous year's fund, and this was supplemented by a further sum of £11, but the expenditure incurred was £128 in excess of this sum. Twenty-seven thousand seven hundred and fifty-four meals were supplied by the Education Committee and thus the grand total of meals supplied by education authority and Poor Law guardians reached 31,153.

9. On December 8th, 1906, the Education Committee were again in conference with the Poor Law guardians, with the result that the arrangements for the winter session of 1906-7 have been initiated by the education authority, and the guardians have agreed to co-operate as far as necessary. The Lord Mayor of the city, Mr. Joseph Hepworth, generously placed the sum of £500 at the service of the Committee for the feeding of children.

10. The passing of the "Provision of Meals" Act has however, largely changed the conditions, and it will be the fault of the local Education authority if underfed school children are not provided for and wage-earning parents compelled to pay in certain cases if compulsion be needful.

11. The question of establishing school canteens at suitable centres will be brought before the Education Committee in due course.

12. It ought also to be mentioned that the Education Committee are the managers of two Day Industrial Schools, and that at these schools the Committee have received a number of voluntary cases from extremely poor families, on the parents undertaking to pay 1s. per child per week. The supply of three good meals a day has been of great benefit to the children in attendance, who compare favourably with the children attending the ordinary public elementary schools. Although the industrial school children are largely drawn from the neglected classes of the population they take a good position in school competitions for swimming, etc., and are particularly smart in school drills and exercises.

13. The result of the continuous feeding of school children at St. Peter's Square Council School may be regarded on the whole as satisfactory. The children fed appear to be happier, more genial, and consequently more responsive to school work. Of course it has frequently happened that exceedingly sharp children have possessed ill-nourished bodies. The following are the results of the personal observation of the headmaster in St. Peter's Square School during the last three years:—

"For the past three years a number of scholars attending this school have been fed daily (*i.e.*, on school days), and I have no doubt in my mind of the great benefit both physically and mentally to the children thus fed.

"I have known scholars through sheer fatigue regularly fall asleep in the afternoons, but, after a course of systematic feeding, this weariness has passed away, and the scholars have been much brighter and have worked with much more alertness and energy.

"The improvement in cases of emaciated and weak children has been most noticeable in several instances, and both teachers and parents have acknowledged the great improvement both in bodily and mental vigour after a few weeks of good, wholesome food.

"As a further proof, although a side issue, I may point out that many of the scholars attending this school find it a necessity to go into the workhouse for some months during the year. They return to school clean, strong, healthy scholars, very much improved in physique and mental activity after their stay in that institution, where

* Not printed.

APPENDIX No. LXXXII.—Continued.

they were well and regularly fed; and it has made me feel very sad on many occasions to see the gradual degeneration as they fell into their old ways of living from hand to mouth. I have remarked on this change many times both at Sweet Street and St. Peter's Square.

"From the moral stand point also I thoroughly believe the feeding has done good.

"I have noticed that many scholars who did not join in the games of the other scholars, but used to stand about and slink in corners, now, after being well fed, are more active and buoyant and take pleasure in the games of their schoolfellows."

14. It appears from the foregoing statement that the efforts made to feed children have been sporadic and not on a carefully systematised plan covering the entire city. The

new Act provides a constitutional method of dealing with cases of difficulty without allowing the neglectful parent to escape his responsibility. With careful administration it ought to be possible to meet all cases of real necessity.

15. Careless and neglectful parents should be made to suffer for their misdeeds. Parents otherwise industrious, but reduced by want of work to a state requiring temporary assistance should be helped without any taint of pauperism attaching. The children under any circumstances should not be allowed to suffer.

16. In conclusion it may be mentioned that in the cookery centres and in the Domestic Economy courses in the schools generally, instruction is given in the preparation of food and food values.

APPENDIX No. LXXXIII.

STATEMENT OF EVIDENCE BY DR. W. LONGBOTTOM, SHEFFIELD.

PROVINCIAL URBAN CENTRES—WEST YORKSHIRE.

1. At your request I will endeavour to write a brief statement on the subjects enumerated.

2. As a general practitioner I have opportunity of observing the work done amongst the poor and generally consider it good; particularly the removal of infectious diseases and their treatment in the city hospitals. The inspectors do their work tactfully and good results should come from the instructions now being given by the lady inspectors on infant feeding.

3. The use of diachylon as an abortifacient has been common amongst the poor and the recent action of the medical officer, which resulted in convictions against midwives for selling pills, is sure to have a very salutary effect.

4. The education committee has recently appointed a medical officer and his visits to the schools should do good, but in my opinion the forms sent to parents should state the nature of the child's ailment, as otherwise poor people hesitate about the trouble and expense of going to a doctor.

5. A very weak point is that no sanatorium is provided for consumptives, consequently cases remain in overcrowded dwellings and terrible consequences follow.

6. I will give one instance. A workman named B., living at 105, F. Street suffered from phthisis, and remained at home until he died. I tried to persuade the widow and family to leave the house but did not succeed.

7. At 107, F. Street M. lived (Mrs. M. being the sister of Mrs. B.), and a great deal of intercourse between the families existed. At the time of B's illness no other person showed signs of phthisis, and I feel sure that, had he been promptly removed and the house thoroughly disinfected, no other case would have been likely to occur; but this was not done, consequently in those two houses I can trace five other deaths from tuberculosis directly to the first focus, viz., B. One of the deaths was that of a child who was no relation but was taken into nurse: this child developed tubercular meningitis, although all the other members of its own family were, and have continued to be, healthy.

8. I have met other cases, but this comes to my mind most forcibly, as Mrs. B. died on January 4th, 1907, and Elsie M. to-day, January 9th, 1907.

9. Some of the B. family are married and have children and they are likely to establish foci in other parts of the town, as already some are phthisical and they are squabbling about the division of the bedding on which so many of their race have already died.

10. In the windows of these consumptive-stricken cottages bread, tripe, and other eatables have been exposed for sale during the whole time. Another feature is that the children have been insured and I should like most emphatically to express the opinion that infantile insurance amongst the poor is wrong and distinctly brutalises the people.

11. The child, E. M. had been insured by more than one person, and the way they came to ask for certificates strongly suggested the carrion crows I have seen crowding round some dead bullock left behind from the

team. The whole thing is revolting and in my opinion it is high time something were done to stop it.

12. The medical assistance given by the Sheffield The Poor Guardians is good. The medical officer can order anything from the union dispensary and can order food when necessary. District nurses are available to assist in the homes of the poor. Ambulances are provided to remove non-infectious cases requiring hospital treatment to the union infirmary, a thoroughly up-to-date institution. Infectious cases are removed to the city hospitals.

13. The Queen Victoria Jubilee District Nurses, the Samaritan Societies attached to different hospitals, the Neighbour Guilds and other voluntary organisations are doing excellent work, but there is still need for more district nurses.

14. The hospitals provide to a large extent for the poor who do not come under the Poor Law, but some system of investigating the financial position of applicants would lessen the overcrowding and enable the really suitable cases to gain admission more easily. I frequently meet cases of well-to-do people taking advantage of hospital treatment.

15. These are very numerous and in my opinion would be far more satisfactory if they recognised that medical men are working men and are entitled to fair remuneration for their services. The amount paid by these clubs to medical men is generally 3s. per annum per member, and as the doctor provides all medicines this does not give a living wage to the doctor, hence the work is often unsatisfactory.

16. There is a class which is too proud to apply for Poor Law assistance, but not well enough off to pay for medical attendance in emergency, and I feel strongly that some provision should be made for this class. At present in the event of sudden illness or accident everything is left to the chance that some charitable medical man will work and provide medicines and dressings for nothing. If a street accident occurs a policeman may take the injured person into the nearest surgery, but no one is responsible for payment. If sudden illness occurs in the night the nearest doctor is called, but no one pays, though a life may be saved.

17. Surely some provision should be made by the public: why should all this charity be demanded from a hard-working profession? It should be possible for the necessitous poor to apply to the local police station and get an order for the attendance of a medical man who would be paid out of some public fund for emergency cases.

18. I see no reason why the whole work of public medical assistance to the poor should not be handed over to the city council, but feel strongly that nothing should be done to prevent charitable and voluntary effort for hospitals.

19. If the administration of the Poor Law were handed over to a committee of the city council the entire question of medically assisting the poor could be co-operated more satisfactorily and more economically.

20. I do not think the health of the community does seriously suffer owing to the insufficiency in amount or quality of the medical assistance available for the poor.

APPENDIX No. LXXXIV.

STATEMENT OF EVIDENCE BY MR. D. LORD, SOLICITOR, MEMBER OF BOARD OF GUARDIANS, BRAMLEY UNION

PROVINCIAL URBAN CENTRES—WEST YORKSHIRE.

1. I have been a member of the Bramley Union Board of Guardians for nearly six years.

2. The Union is situate in a working-class district.

3. A great number of persons applying for relief in this union are those who have been brought to that position by circumstances over which they have had no control, but at the same time there is a great number who are solely to blame on account of their careless and improvident way of living, as I have known cases where the husband has been in receipt of good wages up to a few weeks before the application for relief, and immediately misfortune overtakes the family they have no course open to them but to apply to the union for relief. I know one case, a person who is now an inmate in our workhouse previously received about £10 per week as wages at one of the forges, and immediately his health gave way, on account perhaps of age, he was compelled to go to the union for relief.

4. With regard to the cause of pauperism, in my opinion a great number of the paupers inherit their pauperism. I mean by this if enquiry were made into their antecedents it would be found that their father or mother or grandfather or grandmother died in the workhouse or otherwise were in receipt of relief at the date of their death, and such persons have previously lived simply from hand to mouth.

5. I agree that drink is to a considerable extent responsible for a deal of the pauperism, but there are other causes in my estimation which are equally as responsible; for example, improvidence, being trained badly in childhood, which means when the children grow up to manhood or womanhood they are satisfied with just a bare existence, and when misfortune overtakes them they have only the union to apply to for relief, having had no idea of providing for a rainy day.

6. If it were possible to elect business men or men who have retired from business to act as guardians I think these are the men who should act as guardians, and not a servant or a working man; my reason for this being that I know at the forthcoming election in March there will be a considerable number of working men known as "Labour men" placed in the field as candidates in the union of which I am a member; and though my opinion is that one man is as good as another in certain places, yet I think that an ordinary artisan is not such a person as should be appointed to distribute the ratepayers' money amongst his fellow men, for this reason. The chances are he lives in a small house and pays 4s. to 6s. per week, clear of rates, and so far as he is concerned it does not affect him what the poor and the other rates amount to. He is paid for every hour he spends as a member of the board he is elected on, and therefore he is a good attender; and from experience I know that the principle of these labour representatives is to vote for the largest sum in relief that can possibly be given to any applicant, no matter what the circumstances are, and, as you are aware, a small body of men sitting in committee distributing relief can ignore what the relieving officer may suggest and give the applicant what they think fit.

Now I contend that guardians are appointed to relieve destitution. They are not a philanthropic institution, and they are appointed to administer to applicants such relief as in their opinion will relieve their destitution; but I find relief is given otherwise if our friend the Labour candidate has his way.

7. Then a word as regards lady candidates. The female sex may be more tender hearted towards the poor, yet in my opinion lady members on a board of guardians are not necessary, my reason being that, with the help of the master and matron, the nurses, and the relieving officers, the guardians can get to know all the requirements of the female applicants and inmates and remedy their requirements no matter how delicate they may be.

8. As regards the administration of relief in the Bramley Union I am satisfied that the system adopted at the present time is a wrong one, *viz.*:—guardians of W. district taking the applicants for relief for that particular district, and the guardians for A district taking the applicants for their particular district.

In my opinion the guardians for their own particular locality in certain cases may act too generously with the applicants for relief, whereas if the guardians elected by W district heard the applicants for relief from the A district and *vice versa* they would hear the report of the relieving officer and, if he were a competent person, they would get full particulars from him and they could then hear the applicant's version of the case and administer relief accordingly, and this mode of procedure would remedy another fault. A man may have done wrong and his wife and children may be destitute, but that is no reason why they should suffer; and my opinion is that guardians who were really strangers to the applicants would administer the law, that is, would relieve the destitution, and that only.

9. There is another wrong impression which in my opinion certain guardians seem to have, and that is with regard to test-labour. If an able-bodied person under sixty years of age applies for relief he is given in all probability test-work and according to the regulations laid down by the Local Government Board he has to work five days each week from say 9 o'clock to 5 o'clock. Now what is the sum which should be paid to that man for his five days' work? and this is where I differ from several guardians at the Bramley Union. I say he should be paid sufficient to relieve his destitution, and it should not in any way be recognised that the pay is given to him for what work he does, because we do not want to find him work, we want him to find work himself outside, and I say that I know for a fact that in several cases of test-labour at Bramley Union men have been paid so much that they have been satisfied with the sum they were getting and never troubled to find any work at all, and in all probability if their circumstances were carefully gone into it would be found that the money they received from the relieving officer never went into the home at all, but that the wife was working, very likely charring, and the children were existing as best they could on the relief in kind given by the relieving officer and by friends and neighbours, and I am of opinion that with regard to test labour some very serious alteration should be made. I suggest relief in kind only be given, except in special cases.

10. Also with regard to deserted women. In my opinion, though I do not say none are deserving, so as to meet every case no deserted woman should be relieved outside and if anything be done they should be taken inside the workhouse, as in seven cases out of ten the deserted women so called are in communication with their husbands, unknown to guardians and relieving officer, and the guardians are imposed upon.

11. In my opinion it would be very unwise to appoint every chairman of guardians a Justice of the Peace.

12. Some alteration of the law relating to "Settlement" should be made. There are many difficulties in the present system and the expenses incurred are in some cases very heavy. The time which is spent by guardians and clerks on settlement cases is amazing, and I trust the Commission will take this matter into their serious consideration.

13. As regards tramps. In my opinion the tramps should have isolated cells and in all unions tramps should have the same diet. If tramps could be transferred to a colony for a period of time and as they showed signs of improvement to be given better work and encouraged to adopt a different life it might be the means of stamping them out altogether.

APPENDIX No. LXXXV.

STATEMENT OF EVIDENCE BY MR. CHARLES LUPTON, HON. TREASURER OF THE GENERAL INFIRMARY, LEEDS, WITH REFERENCE TO THE MEDICAL ASSISTANCE OF THE POOR IN LEEDS.

PROVINCIAL URBAN CENTRES—WEST YORKSHIRE.

1. The chief agencies in Leeds for assisting the poor with medicine and surgical treatment or advice are :—

(1) *The Sanitary Authority, i.e., the Leeds City Council* which undertakes the provision of infectious diseases hospitals, and provides for the accommodation of patients suffering from smallpox, typhoid, scarlet fever, diphtheria and measles.

They have a large and well equipped set of hospitals worked on modern line.

(2) *The Leeds Board of Guardians and the Hunslet Board of Guardians.*—Two Poor Law unions both within the City of Leeds—which each have large hospitals (the Leeds hospital containing I believe 800 beds) which afford provision for persons suffering from chronic complaints which incapacitate them from earning their livelihood, and for persons suffering from old age, and which also deal with a considerable number of other medical and surgical cases.

(3) *The General Infirmary at Leeds*, which affords medical and surgical assistance both to persons in Leeds and to persons who come from a wide area round Leeds. This hospital has both in-patients and out-patients and deals with persons of all ages and sexes.

(4) *The Women and Children's Hospital*, which affords medical and surgical assistance to women as in-patients and to a small extent to children as in-patients, and has a considerable department for women and children as out-patients.

The patients of this hospital are drawn from Leeds and a considerable area of country round.

(5) *The Leeds Public Dispensary*, which has a large out-patient department and also attends patients at their own homes ; its patients are drawn from Leeds.

(6) *The Leeds Maternity Hospital*, which maintains a small lying-in hospital for poor women, and also attends patients at their own homes.

(7) *The Cookridge Convalescent Hospital* provides a home for workpeople and others who require a period of rest after illness of a non-infectious character.

(8) *The Meanwood Convalescent Home for Children* provides a home for children of poor parents who require rest and change after illness of a non-infectious character.

(9) *The Leeds Workpeople's Hospital Fund*, which is mainly a collecting agency for the other voluntary hospitals and institutions, but which also maintains two convalescent homes for men and women respectively, and is shortly to add a convalescent home for children. The benefits of these homes are chiefly confined to the families of the subscribers to the Workpeople's Hospital Fund.

(10) *The Leeds District Nursing Association*, which provides gratuitous nursing for the poor in various districts of Leeds.

(11) *The Leeds Tuberculosis Association*, which maintains two hospitals for patients suffering from tuberculosis in its various forms. These are largely supported by grants from the City Council and other public bodies.

(12) There are numerous workmen's clubs for providing medical and surgical assistance to their members.

2. My knowledge of the medical assistance of the poor in Leeds has been chiefly derived from my connection with the General Infirmary at Leeds, and I therefore propose to devote my statement chiefly to the work of that institution and to points which have arisen in connection with it.

3. The infirmary possess a central hospital with accommodation for 436 in-patients, in which 397 beds are always

kept made up and ready for immediate use, and a well arranged out-patient department which compares favourably with any out-patient department which I have seen. The infirmary also maintains two semi-convalescent hospitals, which are situate in the country about $3\frac{1}{2}$ miles from the infirmary proper.

4. These two hospitals contain between them eighty-eight beds, which are always full, and they may really be classed as part of the infirmary wards, as the patients who are sent there are all in the earlier stages of convalescence, and quite unfit to be sent to their own homes.

5. A fully qualified resident surgeon is always kept at these hospitals and the hospitals have a full staff of nurses who are drafted to them from the infirmary staff.

6. New in-patients to the number of 6,760 were admitted to the infirmary during 1906, which, with the 292 in-patients remaining in the hospital at the end of 1905, make 7,052 in-patients treated during the year. In the same year, 1906, 39,666 new out-patients were treated, and 2,860 out-patients remained under treatment at the end of 1905, making 42,526 out-patients treated during the year.

7. The Returns for 1906 are not complete, but in 1905 when we had 45,000 patients, 17,000 were men, 15,000, women, and 13,000 children.

The in-patients in 1906, were divided as follows :—

Medical	-	-	-	-	1,235
Surgical	-	-	-	-	4,290
Ophthalmic and aural	-	-	-	-	920

6,445

8. In 1905, 906 of these patients spent part of their time in the two semi-convalescent hospitals, and a larger number have gone there during 1906.

9. The patients, especially the in-patients, are drawn from a very wide area, which includes all Yorkshire, North of Leeds, and a great part of the county to the south. A few come from even more distant places.

10. In 1905, 3,796 in-patients came from Leeds and its townships, and 2,649 in-patients from places outside. Of the out-patients, about six-sevenths come from Leeds and its immediate vicinity ; the remaining one-seventh or about 6,000 from the wider area above indicated.

11. The patients are drawn almost entirely from the poorer labouring classes or from persons of the lower, middle and artisan classes.

12. In July, 1897, the infirmary board began a system of enquiry into percentages of the persons who applied for help and the immediate result was a large decrease in the number of out-patients treated, as is shown by the following figures :—

Out-patients treated in year ending December 31st, 1896, 37,623.

Out-patients treated in year ending December 31st, 1897, 34,957.

13. These enquiries are made upon the lines shown on the accompanying sheets. (See Appendix LXXXV. (A) and (B)).

14. Cases suffering from destitution are referred to the Poor Law authorities, but the receipt of out door relief is not considered a bar to treatment in the infirmary.

15. Since this systematic investigation has been carried on, a considerable number of cases of fraud have been discovered, and many persons have no doubt been deterred by it from coming to the infirmary, but the chief effect has been to reduce the number of trivial cases treated.

16. The efforts of a single charity in this direction cannot be very effective from a public point of view, because in the absence of combined action patients who

APPENDIX No. LXXXV.—*Continued.*

are refused at one institution as ineligible may be accepted at another.

17. It is well worth consideration whether some joint system of enquiry as to out-patients, cannot be undertaken by the several institutions. This would also prevent persons from attending as patients at several institutions at the same time, as they sometimes do.

18. There is not the same danger of fraud in the case of in-patients. Owing to the great pressure on the accommodation, trivial cases cannot obtain admission, or if admitted are speedily sent out; and the remaining cases are generally further enquired into before any grave operation is performed.

19. It may be noted that in spite of the serious character of the operations constantly being performed the average period for which in-patients remain in the hospital is short, the average for the year 1905 being only 19·46 day.

20. I am not of opinion that there is any overlapping of moment between the work done at the infirmary and that done at the hospitals for infectious diseases which are carried on by the city council as the local sanitary authority.

21. Since the recent extension of the city hospitals of this class, the Leeds Infirmary has refused to take patients suffering from diphtheria in any but the most urgent cases; and have also been able to pass on to the city hospitals other infectious cases which were formerly a source of great trouble and difficulty.

22. There may be some overlapping between the work done at the infirmary and the Poor Law hospitals, but I think that investigation would show that this is not of importance.

23. I am not of opinion that it would be either expedient or possible to hand over the work done by the infirmary to either: (1) The Leeds City Council; or (2) the Poor Law authorities.

24. As mentioned above, the patients who resort to the infirmary are drawn from a wide area, of which the Leeds City and the areas constituting the two Poor Law unions are only small parts; and it would be unfair to expect that the ratepayers of one of these areas should undertake for the ratepayers of the others, the work which is now done for them by the infirmary, whilst it would be a public calamity if such work now done by public benevolence were stopped.

25. Again it would be difficult if not impossible for any public body to command the services of men similar to those who now hold the honorary medical and surgical positions at the infirmary; and even if their services could be obtained it could only be at great cost to the community.

26. Owing to the high reputation of the infirmary and its close connection with an important medical school now part of the University of Leeds, a band of physicians and surgeons has grown up in Leeds who devote themselves to hospital practice.

27. The consulting work which comes as a direct consequence from their association with the hospital, leads to their establishing large private practices, and they tend to maintain their connection with the infirmary to the great advantage of the patients.

28. The subscribers to the infirmary realising the great assistance which such men can render to a hospital, and recognising the great share which they have had in working the infirmary up to its present position, have given them a much larger share in its management than would be possible under municipal management.

29. If the funds needed for the maintenance of the institution were produced by rates the doctors would become paid officials instead of persons who give their services, and as such entitled to share in the management of the charity.

30. It should be remembered that the infirmary draws a considerable portion of its income from the very classes who benefit from its operations, the workpeople having contributed £6,395 directly towards its funds in 1905, besides a good deal of other money which cannot be traced so directly to them but which really comes from their class.

31. There is every indication that this sum will be increased in the future, and that the gifts are accompanied with a growing feeling that only those who can fairly

claim such assistance should be allowed to receive benefit; therefrom.

32. If the infirmary were thrown upon the rates this feeling would disappear and much greater claims would be made upon the infirmary, whilst its present means of support would be largely withdrawn, as it must be remembered that the subscriptions of the well-to-do classes and those of the workpeople would stop at once if the infirmary was once taken over by a public authority.

33. But while this is the case, and whilst it is difficult to see how any satisfactory arrangement can be made by which the work of the infirmary should be transferred to a rate-supported institution, it is worth considering whether the experience of dealing with infectious diseases should be confined to the small class of doctors who look after municipal hospitals, or whether some steps should not be taken to spread the advantages of the experience which is constantly being accumulated there.

34. I am of opinion that benefit might ensue from a closer combination than exists at present between the various voluntary agencies for giving medical assistance to the poor.

35. There is no doubt that the infirmary and the Women and Children's hospital, which are not 100 yards away from each other, are both doing substantially the same class of work and for the same class of people, and it would seem wiser that some arrangement should be made by which they should respectively mark out some particular part of the field as their own. The same remarks apply as above indicated to the out-patient departments of the infirmary, the dispensary, and the Women and Children's hospital, and I believe that some combined system of enquiry into the circumstances of the out-patients receiving help from these three institutions could not but be of advantage to all concerned.

36. I would also call attention to the position of maternity work for the poor in Leeds. This is now carried on by three agencies:—

(1) The infirmary maintains an external department by which about 600 confinements are attended each year at their own homes. The honorary obstetric physician of the infirmary is the head of the department, and he is assisted by a fully qualified resident obstetric officer and by a number of students.

This work is successful so far as it goes and of great advantage in giving training to the students, but it fails to supply opportunities of clinical observation and teaching.

(2) The Women and Children's hospital which has a small but well-equipped department for maternity cases, to which in-patients are admitted, but it has no external department. There are some difficulties in the way of admitting students, and the small number of cases which can be treated rather limits its usefulness.

(3) The Leeds Ladies' Maternity Hospital takes both in-patients and out-patients, but it has no resident surgeon, only a resident midwife; students are admitted.

37. No one of these agencies seems entirely satisfactory by itself, and it would seem worth considering whether the whole system of maternity work in Leeds could not be better adjusted than it is at present.

38. I would also point out that in the future it will become more and more necessary for each voluntary hospital to have access to properly equipped pathological departments, X ray departments and the like, and that the cost of separate provision of the kind for each hospital will be prohibitive.

39. It seems to be desirable and I think it would be possible to arrange a combined system of working the several institutions, which would effect economy and increased usefulness while maintaining the individuality of each institution—a matter of no small importance in connection with charitable undertakings.

40. I am not of opinion that the health of the community in Leeds suffers owing to the insufficiency in amount or quality of the medical assistance at present available for the poor; but I have endeavoured to indicate in the foregoing statement some points where I think changes could be advantageously effected in the existing arrangement.

APPENDIX No. LXXXV. (A.).

Handed in by Mr. Charles Lupton, Leeds.

LEEDS GENERAL INFIRMARY.

STATEMENT OF APPLICANT OR PARENT.

Name (Christian and Surname	-
Address - - - - -	-
Married or Single - - - - -	-
Age - - - - -	-
Employment - - - - -	-
Employer - - - - -	-
Weekly Income of Family (husband, wife, and children) - - - - -	-
Number of family at home - - -	-
Reference, if resident out of Leeds -	-
Weekly Income from Sick Club or Society - - - - -	-
REMARKS :	

N.B.—In the case of a child, full particulars of parents and family to be given on this sheet in addition to those of the child.

APPENDIX No. LXXXV. (B).

Handed in by Mr. Charles Lupton, Leeds.

LEEDS GENERAL INFIRMARY.

RESULTS OF ENQUIRIES—MONTHLY SUMMARY.

Class of Enquiry, &c.	Totals.		Satisfactory.		Unsatisfactory.		
	In.	Out.	In.	Out.	In.	Out.	
APPLICANTS - - - - - (Applicants divided into the following Classes.)							
A.—Married or single persons whose family income is nothing, or of an exceedingly precarious nature - - - - -)							
B.—Married or single persons whose family income does not exceed 35s. per week - - - - -)							
D.—Married persons whose family income exceeds 35s. per week, and single persons whose income exceeds 30s. per week - -)							
E.—Out-Patients notified by the Dr. as "Trivial" - - - - -)							
F.—Married or single persons whose family income is nothing, or of an exceedingly precarious nature - - - - -)							
G.—Married or single persons whose income does not exceed 30s. per week - - - - -)							
I.—Married persons whose family income exceeds 30s. per week -)							
IV.—Result of further enquiries in Classes A. and F. - - - - -)							
V.—5 per cent. of Classes B. and G. further enquired into - -)							
VI.—25 per cent. of Classes D. and I. further enquired into - -)							
Patients admitted by the Honorary Staff - - - - -)							
Totals for the Month - - -							

APPENDIX No. LXXXVI.

STATEMENT OF EVIDENCE BY DR. PETER MACGREGOR, HON. SURGEON, HUDDERSFIELD INFIRMARY, ETC.

PROVINCIAL URBAN CENTRES—WEST YORKSHIRE.

1. I have been in practice in Huddersfield for close upon thirty years and have an intimate knowledge of the operative and poorer classes of society generally. I was for a few weeks, many years ago, surgeon to the workhouse hospital at Crosland Moor and am still deputy for the present workhouse surgeon, Dr. Wilson.

2. I am of opinion that in any amendments of the Poor Laws the guardians should be relieved of a good deal of their present duties, and have more freedom in dealing with matters that more properly appertain to them in their character of guardians of the poor.

Vaccination

3. I am of opinion that the guardians should cease to have anything to do with the carrying out of the laws relating to vaccination, and that the sanitary committees of corporations and county councils should become the authority with their medical officer of health at the head of the department.

Registration of births and deaths.

4. I am also of opinion that the registration of births and deaths should be under the control of the sanitary committees and that the medical officer of health should be the nominal head of this department also. There are many reasons for making this change, but it is enough to point out that the only people who are interested in those statistics and for whose benefit alone they are compiled are the sanitary authorities.

Medical agencies.

5. The medical agencies which exist in the borough for the relief of the poor are the sanitary committee. The general infirmary and the Poor Law hospital and the Poor Law district medical officers, and the convalescent home at Meltham.

The Sanitary Committee.

6. Under their local Acts the sanitary committee remove to their hospital at Mill Hill all the so-called group of zymotic diseases except such as are certified as efficiently isolated and nursed in their own homes. Measles are also notifiable, and an attempt was made to deal with them by removal into hospital, but this has now been abandoned.

Midwives Act.

7. The sanitary committee with their medical officer of health superintend the operations of certified midwives under the recent Act, but whilst the Act demands that under certain circumstances the midwife must send for a medical practitioner, it makes no provision for the remuneration of the practitioner called in. These cases occurring amongst poor and usually dirty people, medical men are very chary at turning out at all hours of the night to perform disagreeable duties for which they get neither thanks nor remuneration. I am of opinion that the Poor Law medical officer for the district should be the medical man to whom the midwife sends for assistance, and that his fees should be paid by the sanitary committee.

The infirmary.

8. The most important institution in the borough for the medical assistance of the poor is the infirmary, which is maintained solely by voluntary subscriptions. We admit all nominally poor people, paupers and non-paupers, freely to our out-patient department and into our wards.

9. We supply medicines, surgical dressings, cod liver oil, flannel and everything except surgical instruments and appliances free, and in exceptional cases, where the surgeon certifies the parties as too poor to pay for their surgical appliances, we provide those also, but we always endeavour if at all possible, to get the patient to pay part or whole of the cost of surgical appliances.

Guardians' donations to infirmary.

10. The guardians, two years ago, made us a grant of £100 per annum; and both before and since making this annual subscription we have freely admitted paupers to all the benefits of the institution and have willingly admitted cases from their hospital to have important operations performed.

The Poor Law hospital and district medical officers.

11. The sub-division of the town into districts for the Poor Law medical officers is most arbitrary and inconvenient, both to the medical officers and to the poor, and stands in need of revision from time to time, as the centres of population shift.

12. The Poor Law hospital is a modern, well-staffed, well-appointed institution, which is not half as useful as it might be. Poor law hospital.

13. The beds are all practically occupied by old, decrepit and incurable men and women in the last stages of physical and mental decay.

14. I would strongly urge that the chronic and incurable cases be segregated in a block to themselves, and that provision should be made for the reception and treatment of acute cases sent in by the district Poor Law medical officers.

15. I am of opinion that this would necessitate the appointment of a resident house surgeon who would act under the supervision of a visiting medical officer.

16. I am opposed to the erection of an operating surgical theatre in Poor Law hospitals, and consider that surgical operation can be more efficiently performed in the infirmary and that the payment of a handsome subsidy by the guardians would mean not only a saving of thousands of pounds annually to the ratepayers but a distinct gain to the poor.

17. We have practically no medical clubs in Huddersfield, but I have had experience of their working in other districts and am opposed to them on principle because in my opinion it means a sweating of the medical profession on the one hand and a perfunctory and inefficient performance of duties on the other. Medical clubs.

18. The last important institution we have for medically assisting the poor is the Meltham convalescent home, an institution erected and endowed by the generosity of Mr. Charles Brooke. All poor people, convalescent from sickness, accident or surgical operations, are received here for a term of three weeks, or longer in special cases, on the request of the medical attendant. Meltham Convalescent Home.

Cases of pulmonary phthisis are not admitted.

19. In my opinion the medical agencies for assisting the poor in this town are complementary, and the co-operation between them is highly beneficial and by no means overlapping, and I am further of opinion that it is impossible to hand over to one authority the whole work and duty of medical assistance to the poor and for these reasons :— Question of the whole medical care of the poor.

(a) The pauper class, i.e., those in receipt of Poor Law relief are not the only class whose needs have to be considered.

(b) There is a class above them independent and self-respecting who would bitterly resent being called paupers and who are yet urgent objects of charitable medical assistance.

(c) Unskilled workers with broken limbs, children with diseased joints, men, women, and children with urgent surgical ailments, gladly and gratefully enter voluntary hospitals to which many of them have contributed their mite, but would bitterly resent the loss of independence and degradation of being made paupers.

(d) There is still another class who, although poor in the usual acceptation of the term, yet stand in need of voluntary medical assistance and would never dream of accepting it from the Poor Law authorities.

(e) The great complexity and attention to detail, essential in major modern surgical operations, make them not only expensive but incapable of performance in cottage homes and in those of small shopkeepers, clerks, etc.

(f) For this class, then, equally with the really poor, the existence of voluntary hospitals is a vital necessity.

APPENDIX No. LXXXVI.—*Continued.*

and 20. I am of opinion that the guardians should aim at maintaining the family life and that widows of good character left with young families should be treated generously in the matter of outdoor relief so that in the future the children may become strong and capable citizens.

21. I am of opinion that drastic methods should be adopted in dealing with the habitual tramp class, and I would strongly urge that the children should be detained by the Poor Law authorities and the parents compelled

to contribute towards their support, failing which the local authority should be reimbursed from the State.

22. I am further of opinion that during epidemics of Habitual small-pox the vagrant class should be compelled to submit tramps and to vaccination or re-vaccination, as the case may be, and smallpox. that the medical officer of health for the district should have power, under an Order granted by a Justice of the Peace, of forcibly detaining cases of a suspicious character or cases which had come from a suspected area, in quarantine.

APPENDIX No. LXXXVII.

STATEMENT OF EVIDENCE BY DR. F. L. MACKENZIE, DISTRICT MEDICAL OFFICER,
HUDDERSFIELD UNION.

PROVINCIAL URBAN CENTRES—WEST YORKSHIRE.

1. My experience as a general practitioner in this district extends over a period of twenty years and as medical officer for the Lockwood district of the Huddersfield Union since 1894.

2. My district has an area of 1,454 acres and a population of 17,071. The population is chiefly artisan, the great majority being workers in the woollen mills, with a considerable percentage of mechanics, quarry men and out-of-door labourers. Under ordinary conditions it may be said there are no unemployed people who are able and willing to work.

3. Putting out of account the medical assistance given to the poor by Huddersfield Infirmary in its in-patient and out-patient departments, and that provided by the corporation in the removal of all cases of infectious disease to its sanatorium, the whole work devolves upon the medical men in the district.

4. There is no visiting in this district done by medical officers belonging to the infirmary or any other institution, nor are there any medical clubs. Those who are unable to pay for medical attendance are either attended by me as medical officer under my contract or they represent so much bad debt to my fellow practitioners and myself.

5. The large number of people who are on the borderland of being "poor" in relation to medical assistance, pay the private collectors of the doctors in small sums (from 6d. upwards) with greater or less regularity.

6. This system of course involves large nominal debts on the part of the people in many cases, but I am not aware that it is a source of anxiety or worry, as no unreasonable pressure is used and such debts are constantly cancelled by ill health or death.

7. By an arrangement between the board of guardians and the board of the infirmary, emergency cases involving surgical treatment may be removed direct to the infirmary by the relieving officer. There is no provision for maternity cases in any institution in Huddersfield except the workhouse.

8. Amongst the poor most of the work is done by midwives. Doctors, as a rule, refuse to attend unless previously engaged to do so, except when requested by a midwife.

9. The number of cases attended at home by me on a relieving officer's order is small—six or eight a year.

10. Augmenting the purely medical assistance are various nursing agencies. Victoria nurses attend parish patients and others alike and a nursing sister is attached to Lockwood Parish Church and one to Rashcliffe Parish Church, both of which are in this district.

11. No distinction is made between parish and other patients in their work.

12. From the foregoing it will be seen that in this district the questions of co-operation and overlapping hardly arise, unless it be to a small extent on the part of the nurses.

13. Whilst under the conditions which exist here there are obvious possibilities of failure on the part of the poor to obtain medical help; as a matter of experience I have no reason to suppose that any considerable number have suffered in this way.

14. The difficulty here is not with the honest poor, but with the very considerable section of improvident, who are not on the one hand entitled to parish assistance nor to the consideration of private practitioners on the other. How these are to be provided for in fairness to others I do not know; the guardians clearly ought not to help and the doctors' only defence is to refuse to attend.

15. How one authority or agency can fairly help such people I fail to see, and yet they must have medical attendance. Speaking generally, I should say the poor in this district have sufficient and capable attendance.

16. Much work is done by the general practitioners which goes unpaid for, but the poor do not suffer, and I think the Commission would find confirmation of this by enquiry amongst the people.

17. Considering the importance of nursing in the treatment of the poor, it appears to me that much help could be given by nurses whose duty it would be not merely to visit but to remain for some time with the sick poor, particularly in the night.

APPENDIX No. LXXXVIII.

STATEMENT* OF EVIDENCE BY MR. FREDERICK WILLIAM MEE, CLERK TO THE
GUARDIANS, HUNSLET UNION.

PROVINCIAL URBAN CENTRES—WEST YORKSHIRE.

Local Information.

1. I have been concerned in Poor Law administration in the Hunslet Union for over sixteen years, having been clerk to the guardians for over nine years and previously assistant clerk.

2. The Hunslet Union comprises seven townships—two in the City of Leeds and five in the West Riding. It is 12,120 acres in extent—had a population in 1901 of 83,002, and has a present rateable value of £373,499, and an assessable value of £368,233. The population has increased in thirty years from 46,271 or 79 per cent. The township of Hunslet, with its 1,244 acres, has 69,064 inhabitants, or 55½ per acre. The rest of the union has 13,938 persons on 10,876 acres, or 1½ per acre.

Constitution of Board of Guardians, etc.

3. The board is twenty-four in number (increased in 1902 from nineteen); fourteen represent city townships and ten West Riding townships. Eighteen are elected as guardians and six as rural district councillors.

4. They occupy between them property rated altogether at £729 net, giving an average of £30 7s. 9d., although three are not occupiers, and one does not pay rates direct.

5. Eleven of them are also owners of property within the union.

6. During the year 1905–6 the total number of attendances at board and committee meetings was 1,672, being 78 per cent. of possible attendances and an average of seventy for each guardian.

7. The total number of meetings was 173.

Changes in Constitution of Board.

8. The board retire as a whole every third year.

9. At the election in 1904 nine new members were returned out of twenty-four. One new member had been elected in 1903, and five new ones had been returned at an extraordinary election in 1902, so fourteen out of twenty-four had, when the present board came into office, less than two years' experience.

10. In 1891 (the last election under the old system) six out of nineteen were new members; in 1894 twelve out of nineteen had no experience; in 1898 ten out of nineteen had only one year's experience; and in 1901 five out of nineteen had less than two years' experience. Since the Local Government Act, 1894, there has been only one general election (1901) where a majority of members with experience was returned, although on only one occasion (1904) has there been any burning question before the electors.

11. When the present board was elected the average experience in Poor Law administration was three years. The average has now gone up to six years, but after the next election it is certain to go down again.

Interest in Elections.

12. The following figures relating to the townships or wards where contested elections for the office of guardian have taken place will indicate the interest taken by the electors:—

	No. on Registers.	No. Voting.	Per- centage Voting.
1904 General Election -	15,029	5,787	38·5
1902 Extraordinary Election.	7,507	3,131	41·7
1901 General Election -	8,363	2,425	29·
1899 Casual Election -	5,547	1,374	24·7
1898 General Election -	12,814	4,484	35·
1894 General Election -	12,119	4,719	38·9

13. The only figures I can give showing on similar lines the interest taken in elections under the old system have reference to a poll in October, 1890, whether guardians should be elected triennially, or not, when 5,304 out of 13,976 filled up their papers, or 38 per cent.

14. I think this illustration of the limited public interest in the work of guardian boards accounts in a fair measure for the changes in the constitution of the boards. To be a representative of the public and to have a voice in the distribution of thousands of pounds annually is naturally an attraction and suggests visions of honour and renown, but I fear in many cases the unostentatious work of the board room and committee room becomes humdrum and dry, the workers tire and the first opportunity is afforded for some one else to undertake it.

15. I consider that to secure continuity of policy and steadiness in administration it is essential to maintain a majority at all times of experienced representatives by the compulsory retirement of guardians by thirds each year, or by the constitution of a bench of aldermen elected by the board, and containing men of experience in Poor Law administration, charitable work, and hospital management and representatives of friendly societies and trades unions to the number of, say, one-third of the elected guardians, as in the case of municipal corporations, or, perhaps better still, by both means.

Social and Industrial Conditions.

16. The population is almost entirely industrial, and there is a considerable proportion of skilled artisans and their families.

17. The principal occupations are:—

Males.—Engineers, boiler-makers, coal miners, railway workers, glass blowers, steel workers, quarrymen, tailors, shoemakers and printers.

Females.—Tailoresses, shirt and blouse makers, paper bag and box makers, confectioners, domestic servants, and charwomen.

18. The engineering industry is the principal one in Hunslet; it comprises the making of locomotives, steam ploughs, boilers, pumps, hydraulic machinery, motor waggons, machine tools and in fact almost every class of machinery, and at ordinary times gives an employment to some 9,000 workmen. Of these about 85 per cent. are skilled, and 15 per cent. unskilled. The standard rate of wages of fitters and turners is 34s., and of blacksmiths 35s. per week of fifty-four hours, and a considerable amount of overtime at extra rates is often called for. Fitters are also sent all over the country and out of the country with machinery, and receive special working out allowances. The unskilled men earn as a rule not more than £1 per week, but in busy times can earn 30s. weekly. Of the skilled engineers, the following are the approximate numbers belonging to trade societies with superannuation funds:—

Amalgamated Society of Engineers	-	1,160
Boiler-makers' Society	-	550
Machine-makers' Society	-	350
Tool-makers' Society	-	46
Total	-	2,106

19. In the Amalgamated Society of Engineers the weekly contribution averages 1s. 9d., and except in the few cases where through sickness or other causes they run out of benefit very few members of this society seek relief.

20. The society men of advanced years are not allowed to work at less than the standard wage, and so when they are not worth that wage they lose employment and fall upon their society.

21. On the other hand the non-society man, when finding himself unable to command a higher wage, is at

APPENDIX No. LXXXVIII—*Continued.*

liberty to sell his labour for what it is worth, and in a good state of trade is able to keep off the rates.

22. The same risks obtain in the case of unskilled men and they lose their work at an earlier age than formerly, and, their trade society being only a fighting one, there are no out-of-work or old-age benefits, and unless supported by relatives they must seek Poor Law relief.

23. Coal mining gives employment to over 3,500 males. A good quality of coal is obtained and a fair proportion finds a market near at hand, but employment is somewhat precarious, especially since the introduction of the "Iron Man," and for months together miners have only worked at some of the pits for three days per week. In summer time, too, there is less work than in winter. There has, however, been a great improvement in output recently, and many collieries are now running full time. As a result miners are at present doing very well, and in some pits 65 per cent. of the men are earning £2 per week and upwards.

24. We have the Leeds goods station of the Midland railway in our union and have large sidings and plant of that and the North Eastern Railway Company, and consequently a large number of railway workers reside within the union. Many are transferred from other parts of the country, and as they often bring their parents with them we get quite a number of people belonging to other unions. There are several chemical works in the district where suitable workmen can command a good wage.

25. The steel works employ a different class of men to the engineering works. Many of them earn good wages, but spend a great proportion in drink, and though their families are generally well fed and nourished they are often on the brink of poverty. The labourers in these works are of the same type as the navy—strong and vigorous and able to do a big task of work—and to spend a big share of their wages. The risk to life and limb at these works is great, and there are frequently widows and orphans to provide for out of the rates, which, with the exercise of a little thrift, might in many cases have been avoided.

26. In the tailoring trade female labour has a tendency to displace that of males, and the competition of Jewish workmen does not tend to keep the rate of wages up. Female labour is also prominent in the printing and paper and cardboard box making trades, but it does not very much supplant male labour at present.

27. Most of the females living in the district and working for wages are engaged as weavers, finishers, etc., of cloth, tailoresses or hat and cap makers. In cloth weaving good hands can earn 15s. to £1 weekly, and an experienced tailoress can make 16s. per week of forty-eight hours, while a girl of any energy can earn 7s. or 8s. weekly after a few months' experience. For the best houses there is generally a good offer of labour, and the best class of girls are selected. Except in the case of a few houses who both make and retail, the wholesale tailoring is very much a season trade, and although big wages can be earned in busy times, there is a deal of slack time.

28. Whether a large proportion of females go outside the union to domestic service I rather doubt, but at the last census in four out of seven townships there were more males than females.

29. There is comparatively little employment of married women except as charwomen occasionally, and a healthy tone prevails on this subject generally.

Experiments in Administration.

30. My board were among the first to adopt cottage homes for children. They are on the grouped system.

31. An opportunity has now presented itself for using one of the homes as a receiving home, and it is not intended for the future that any children other than infants under twelve months and sick cases shall enter the workhouse.

32. A new workhouse was opened in October, 1903, with accommodation for 456 inmates. It is arranged on the pavilion system, and has well-equipped infirmary blocks, lunacy block, vagrant wards and separate single room cottages for aged couples. It is, I believe, the only workhouse without accommodation for children.

33. In relief administration the whole arrangements have recently been re-organised, the staff of relieving

officers has been increased to four, more effective supervision has been provided for, and the case paper system is to be adopted.

34. An equally important change to be brought about in April next is for the ordinary relief committees to be constituted on a rotary plan, so that except the chairman, no guardian will sit on a committee at two meetings in succession.

35. Hitherto the board has divided itself into three committees, meeting in rotation once a fortnight; such committees are not always evenly balanced and some may be much more generous in the distribution of relief than others, and I am hopeful that the new system will result in more uniformity in practice.

36. It has been found that the giving of medical orders for an unlimited period has led to abuse, and the relieving officers have been directed in every case to make the order terminable within three months.

37. Difficulties have been experienced in regard to the apprenticeship of boys. A wide field of opportunity is opened out for boys of talent in the engineering works of Hunslet, but for want of authority to place lads as outdoor apprentices, and the decay of the system of indoor apprentices, the guardians could not avail themselves of it for the boys under their care. On March 9th, 1899, it was decided to form a Working Boys' Homes Association to take the care and oversight of lads sought to be placed out to a trade to which they could not be apprenticed.

38. Sixteen boys have at different times been under the care of the association, the highest number at one time being ten.

39. During the three years ending March, 1906, the total cost of food, lodging, clothing, sick society contributions and pocket money for boys and management expenses was £792 6s. The boys earned £415 3s. 2d., leaving the net cost £377 2s. 10d., towards which the guardians subscribed £240, and the balance was raised by private subscriptions. The average weekly cost per boy during that period was: gross, 12s. 0½d.; nett, 5s. 8½d. With one exception the boys have been orphans, deserted, or under the control of guardians. The trades to which they have been placed are:—engineers, four; wheelwrights, three; joiners, two; gardeners, two; painter, one; plumber, one; brickmaker, one; blacksmith, one; and engine-cleaner, one. Two changed their occupations; one died; one enlisted; one went to Canada; four are now maintaining themselves; and nine are still under care. Out of the sixteen, eleven are reported as doing well.

40. Children with undesirable relatives and special cases are placed out by the guardians direct at a distance. Six boys and one girl were so placed during the same period as indoor apprentices and many girls have gone into domestic service.

41. I think it desirable that the provisions of the General Consolidated Order should be extended so as to enable guardians to bind lads as outdoor apprentices and to provide for their maintenance during the apprenticeship, instead of handing them over to another body to be placed out as servants rather than apprentices.

42. In January, 1899, my board circularised other unions on these lines, and 147 replies were received. Seventy unions, or 48 per cent., were in favour, two against and seventy-five neutral. Of the unions with a population between 50,000 and 150,000, 63 per cent. were favourable, and of the unions over 150,000, 84 per cent. were in favour.

43. We have also adopted a system of classification for the inmates of the workhouse as follows:—

Class A.—"Aged and infirm over sixty years of age who have resided in the Hunslet Union for a period of not less than twenty years without relief, whose character and conduct during that time will bear the strictest investigation, and who, through no fault of their own, have been unable to provide for old age.

Class B.—"Inmates who are found after investigation to fall short in one or two respects of the requirements of Class A, together with those found to have been of fairly good character and conduct before entering the House, and whose character while in the House has been good.

APPENDIX No. LXXXVIII.—*Continued.*

Class C.—"Inmates not considered suitable for either Classes A or B, and those who are on probation with a view to being promoted to one or the other class, as opportunity occurs, or their continued good conduct whilst in the House justifies.

44. The scheme has worked admirably, the only difficulty I find being in the natural reluctance to put cases into the lowest class and the tendency to put them up at the first opportunity, even when the character prior to admission has been bad.

Forms of Relief.

45. The view I endeavour to impress upon my board is that out-relief should not be given except to thoroughly deserving cases, and that it should only be given to supplement other sources of income, but that where it is given it should not be more than sufficient in amount to maintain the standard of comfort possible to a labouring man with a reasonable family out of an average week's wages except in case of sickness.

46. In almost all other cases, and especially where there is any doubt, I advise a workhouse order, and in the majority of instances my advice is followed. In many cases workhouses have been made so comfortable for the aged and infirm that there is little hesitation nowadays to enter one, and I fear that as a consequence for some able-bodied men the workhouse has its charms and a workhouse order is not such a test of destitution as it should be.

47. Very few workhouses have such a generous diet for able-bodied as is the case in our institution. They are allowed non-distinctive dress even to work in, have a whole day's leave of absence once a fortnight, and are seldom

refused an extra day's leave when asked for on the plea of seeking work, even in the cases of feeble-minded men who have no chance whatever of obtaining it. They also have an extra day's leave every bank holiday week, and any inmate over sixty is allowed a fortnight's "Holiday" in the summer-time. A custom has also grown up of recent years of giving several days' leave of absence at holiday times, and at Christmas last thirty-seven inmates were given leave for two to seven days, but none of them wanted to go until the feasting in the institution was over. Men who have been punished for previously returning drunk have been given as much as four days' leave (thereby enabling them to get drunk repeatedly, but to return sober) so as "to save unpleasantness." There is a resolution that men and women shall go out on different days because of abuses, but this overnight leave enables both sexes to meet outside more freely than before.

48. A lady has been in the habit of distributing gifts in money to the inmates every Christmas for many years past, and I fear that in the case of the able-bodied it proves an additional attraction. A man with, say, a wife and four children coming in a week before Christmas would receive 4s. from this lady, and from the guardians a better Christmas feast than he would obtain outside, and be at liberty to go out as soon as he chooses afterwards. Needless to add the prospect pleases.

Classes of Persons applying for Relief, and Causes of Pauperism.

49. The following figures are taken from the Weekly Returns and show the *indoor poor* on the first Tuesday in October in each of the last six years :—

—				1901.	1902.	1903.	1904.	1905.	1906.
1.—Adults not able-bodied	{	Men - -	-	62	64	78	74	95	121
		Women - -	-	52	48	61	60	65	70
		Totals - - -	-	114	112	139	134	160	191
2.—Adults ordinarily able-bodied	{	Men in health - -	-	15	15	13	12	11	14
		Men temporarily disabled	-	23	26	39	54	63	51
		Women in health - - -	-	11	11	13	10	13	14
		Women temporarily disabled	-	31	35	33	41	44	33
		Totals - - -	-	80	87	98	117	131	112
3.—Children	{	In Workhouse - - -	-	13	20	14	12	15	17
		In Cottage Homes - - -	-	58	63	73	79	79	61
		Totals - - -	-	71	83	87	91	94	78
Gross totals - - -				265	282	324	342	385	381

50. The new workhouse was opened in 1903, and these increases have taken place in spite of the fact that the guardians never offer the workhouse if avoidable."

51. The not able-bodied and temporarily disabled men have more than doubled in number in five years. The occupations of those chargeable on October 2nd last were :—

Engineers, moulders, bricklayers and joiners	32
Bakers, shoemakers, grocers, etc. - - -	25
Coal-miners - - - - -	12
Labourers in various trades - - -	83
Furnacemen and glassworkers - - -	8
Clerks, etc. - - - - -	12
Total - - - - -	172

52. Of all the men only five were married and the workhouse master informs me of the remaining 167, with the exception of the sick and insane, a fair proportion are healthy enough to earn sufficient to keep themselves outside.

53. Of the children in the cottage homes twenty-seven in 1906 belonged to able-bodied inmates as compared with ten in 1901, and twelve, or 22 per cent., of such children were illegitimate, as compared with seven, or 11 per cent., in 1901.

54. The following figures are from the Returns to Mr. Bagenal and show the number of *outdoor poor* (exclusive of lunatics in asylums and vagrants) relieved during the half-years ended Lady Day in each of the last six years :—

APPENDIX No. LXXXVIII.—Continued.

	1901.	1902.	1903.	1904.	1905.	1906.
A.—Destitution through old age or permanent disability—						
Men - - - - -	111	115	109	108	125	127
Women - - - - -	324	340	326	331	318	326
Children dependent - - - - -	—	2	—	2	4	—
Lunatics, etc., not in asylums - - - - -	3	2	6	3	4	3
	438	459	441	444	451	456
B.—Destitution through death, absence, or desertion of father—						
Widows and their children - - - - -	352	351	380	354	350	358
Unmarried mothers and children - - - - -	—	—	4	2	—	—
Wives and children of prisoners - - - - -	37	—	41	33	14	33
Deserted wives and children - - - - -	18	18	27	50	57	57
Orphan children - - - - -	20	12	8	7	3	1
	427	381	460	446	424	449
C.—Able-bodied men destitute through sickness, etc.—						
Own sickness - - - - -	50	70	66	71	68	71
Illness of family, etc. - - - - -	2	6	1	3	3	—
Want of work - - - - -	—	3	1	4	5	14
Dependent families - - - - -	119	231	220	204	216	253
	171	310	288	282	292	338
D.—Single women relieved - - - - -	9	10	8	9	8	15
E.—Non-resident poor - - - - -	70	111	48	87	86	86
Gross totals - - - - -	1,115	1,271	1,245	1,268	1,261	1,344

55. The fifty-seven paupers chargeable through desertion in 1906 include fifteen wives and forty-two children. In five cases the wives have separation orders. Relief to this class, also to the families of prisoners, is contrary to our own rules. I fear that the facilities for obtaining separation orders has much to do with the increase of desertion cases.

56. A practice has sprung up lately of men seeking to place sickly wives in the workhouse hospital because of the so-called difficulty of getting a nurse, but no encouragement has been given them.

Class of Persons seeking Election as Guardians.

57. With some notable exceptions the class of men seeking office as guardians nowadays seem to be those with some axe or other to grind, some particular hobby or interest to ride or watch, or who regard it as a stepping-stone to something higher.

58. Some guardians evidently regard it as an attribute to be "chummy" with paupers and to cultivate the good opinion of applicants for relief, also to be on such terms of intimacy with subordinate officers as in my judgment to make discipline and good administration somewhat difficult.

Particulars as to Administration of Relief.

59. I enclose a diagram* showing the ratio of increase of population, pauperism, rateable value, common fund expenditure and separate expenditure since the formation of the union in 1869. I prepared the original of this five or six years ago, and since that time it has

been extended annually and hung in a position where every guardian may see it.

60. I also append a statement showing the in and outdoor pauperism and ratio to population, and the expenditure on in-maintenance and outdoor relief and its relation to population and rateable value in each quinquennial year since 1871. (See Appendix No. LXXXVIII. (A).)

61. The ratio for in and outdoor paupers of 1·9 per cent. of population compares favourably with 2·4 for England and Wales, as does 2s. 6¹⁰/₁₀₀d. per head of census population for cost of in-maintenance and out-relief show creditably when compared with 3s. 9¹/₄d. on estimated population for the whole country.

62. This favourable position I attribute entirely to the large proportion of thrifty artisans, to the profitable employment open to females, and to the sturdy independence as well as the means which has in the past prompted many men and women to help their poorer relations without resort to the Poor Law.

Family Ties and Responsibilities of Relations.

63. I fear that of late there has set in a loosening of family ties and a diminished appreciation of the obligations of relationship either by blood or affinity.

64. Fathers seem less concerned about their children, and the children in turn fail to appreciate any duty to their parents, and so things go on.

65. The following figures show our dealings with new cases of liable relatives of paupers during the year ended Michaelmas, 1903:—

* Not reproduced.

APPENDIX No. LXXXVIII.—*Continued.*

Number of separate cases dealt with	-	-	93
Number of relatives dealt with	-	-	185
Sons ordered to pay whole cost	-	-	1
Sons ordered to pay part cost	-	-	48
Sons excused payment	-	-	25
Sons ordered to keep parents	-	-	45
Sons ordered to pay parents direct	-	-	53
Grandfather ordered to repay	-	-	1
Other relatives ordered to contribute	-	-	12

66. In addition to these cases numerous others arose in which a notice from the relieving officer was sufficient to bring sons to their senses without the cases coming before the guardians.

67. Over half the recorded cases were disposed of without the parents becoming paupers by a show of apparent authority.

68. I consider that the provisions of 43 Eliz., c. 2, Sec. 6, should be extended to grandchildren, as they are often of greater ability, and are generally under greater obligation than grandparents. I also think that a married daughter possessed of separate estate should be liable for maintenance of her parents as well as of her children and grandchildren, and that an illegitimate child should maintain its mother.

69. Justices should be empowered to make orders under 43 Eliz., c. 2, Sec. 6, on the application of the person in need.

70. Sec. 5 of the Bastardy Laws Amendment Act, 1873, should be amended so as to enable justices on the application of the guardians to adjudge the paternity of bastard children and make orders upon the putative father without the evidence of the mother when through death, insanity, or other sufficient cause, her evidence cannot be obtained.

71. Three years ago six very young children were within two months thrown on the funds of this union, and the guardians were precluded from obtaining orders on the putative fathers solely through the death of the mothers. In one case the parents had cohabited many years, and but for the brutality of the man the mother might possibly have been alive now.

72. My board circularized other unions at the time on the above lines; 260 unions replied, 201 supported our views, six were averse, and fifty-three took no action.

Settlement Laws and Non-Resident Relief.

73. In a union like this there are constant changes of residence, and numerous enquiries have to be made into settlements.

74. During 1906, forty-five cases were transferred to other unions by friendly acceptance and three by justices' order. Fifty-nine paupers were transferred, and six took discharges.

75. The indoor paupers were removed, and most of the other cases were transferred to the Non-Settled Poor Account.

76. The cases transferred to other unions represented a cost of £21 4s. per week, or £1,102 per annum, and the

cost of enquiries and removals was £22 19s. 1d. £17 10s. 5d was recovered under orders.

77. On January 1st, 1907, we relieved eighty-two persons through other unions, and seventy-eight on behalf of other unions.

78. During 1906 we expended on non-resident poor £391, and advanced to non-settled poor £525.

79. Through some heavy cases having been removed, from other unions we have only gained about £300 on the settlement work of 1906, but in previous years we have had such a number of cases belonging to other unions that but for the law of settlement our expenditure would have increased by £800 to £1,000 per annum.

Suggested Reforms (in addition to those before mentioned).

80. That the grants in respect of officers' salaries be in proportion to actual expenditure, and that they should only be awarded on condition that the services are efficient (as the grants for industrial training are now awarded), and that the statutes and orders are observed by both guardians and officers. (In 1888 the Hunslet Union in proportion to its size was considerably under-staffed. The present system is an inducement to keep a staff insufficient and inefficient.)

81. No guardian should be eligible for election to a paid office under the board of which he is or has within the previous twelve months been a member.

82. The appointment to a paid office or the giving of relief to any near relative of a guardian should be subject to the sanction of the Local Government Board.

83. Subject to restriction in all points where uniformity is essential and to a general delimitation of their powers, I think more discretion might be given to guardians in unimportant matters such as the non-resident relief of a woman removing after her husband's death, or the allowance of currants for buns on Good Friday and so forth.

84. I consider that the cost of maintenance before confinement of pregnant women who become chargeable should be recovered from the responsible men.

85. Compounding for poor rates should be abolished and every occupier be compelled to pay his own rates. Taxation should go with representation. The cost of collection and the amount of leakages would be greater, but the saving of the 25 per cent. allowances would in most cases, I think, meet the extra cost, while the increased interest taken by ratepayers, and the direct pressure all round of an increase in rates would tend towards greater economy and efficiency, and less silly sentiment.

86. I also identify myself with Nos. 3, 5, and 11 of the suggestions made by my board:—

(3) *Conferences.*—The restrictions as to the class of conferences upon Poor Law subjects to which the guardians can send delegates should be removed.

(5) *Settlements.*—The injustice of settlements being extinguished in many parishes through the omission of county councils to provide for their preservation and otherwise should be removed.

(11) *County Rate.*—Guardians as payers should have right of appeal against county rate assessment.

APPENDIX No. LXXXVIII. (A).

Handed in by Mr. F. W. Mee, Clerk to the Guardians, Hunslet Union.

HUNSLET UNION.

COMPARATIVE STATEMENT AS TO CIRCUMSTANCES OF THE UNION AT VARIOUS PERIODS BETWEEN 1871 AND 1906.

Year ended Lady Day.	Population at nearest Census.	Assessable Value.	Paupers on 1st January (excluding Vagrants and Lunatics in Asylums).			Percentage of Pauperism on population.	Expenditure on			Cost of In-maintenance and Out-relief.		
			Indoor.	Outdoor.	Totals.		In-maintenance.	Out-relief.	Total.	Per head of population.		Per £ of Assessable Value.
										Indoor.	Outdoor.	
1871 - - - - -	46,274	£ 120,396	213	1,073	1,286	2·5	£ 1,447	£ 4,187	£ 5,534	s. d. 0 7·5	s. d. 1 9·7	d. 11·03
1876 - - - - -	46,274	175,587	175	666	841	1·8	1,877	3,425	5,302	0 9·7	1 5·5	7·2
1881 - - - - -	58,211	188,969	258	1,191	1,449	2·5	1,844	4,649	6,493	0 7·5	1 7·1	8·25
1886 - - - - -	58,211	212,102	206	1,334	1,540	2·6	1,718	5,359	7,077	0 7·08	1 10·09	8
1891 - - - - -	70,920	220,740	213	1,155	1,368	2·3	1,948	5,262	7,210	0 8·03	1 9·5	7·8
1896 - - - - -	70,920	225,891	261	1,193	1,454	2·1	2,996	5,946	8,942	0 10	1 8·2	8·7
1901 - - - - -	83,001	295,981	259	939	1,198	1·4	3,058	5,202	8,560	0 9·7	1 3	6·9
1906 - - - - -	83,002	380,317	466	1,115	1,581	1·9	4,820	5,796	10,616	1 1·9	1 4·7	6·6

APPENDIX No. LXXXIX.

**STATEMENT OF EVIDENCE BY DR. SAMSON GEORGE HAYDOCK MOORE, MEDICAL
OFFICER OF HEALTH, COUNTY BOROUGH OF HUDDERSFIELD.**

PROVINCIAL URBAN CENTRES—WEST YORKSHIRE.

1. I am a Doctor of Medicine, and hold a Diploma in Public Health.

2. Prior to obtaining an appointment in the public health service I had experience in lunacy at the County Asylum, Rainhill, and in Poor Law work, as resident medical officer at the Leeds Union Infirmary, as well as general medical and surgical experience as house physician and house surgeon.

3. The only way in which the poor are medically assisted by the Corporation of Huddersfield, in the ordinary acceptance of the term, is when they are removed to the isolation hospital, where they receive medical treatment for infectious diseases only.

4. The Huddersfield scheme against infant mortality does not contemplate the provision of medical advice or medicine by the Corporation in the ordinary sense of the term. The idea underlying the Huddersfield work for the preservation of child-life is to enable the mother to keep her infant healthy, to take this help to her in her own home, and to encourage her to keep the infant in the home without extraneous help of any kind. The fact that skilled medical advice is deemed necessary to enable this to be done is rather incidental from the present point of view. Medical assistance in the Poor Law term involves the idea of pre-existing sickness. We desire to maintain health and thus avoid the very need of medical attention.

5. I cannot give an account of the Poor Law methods in Huddersfield, though I have every reason to believe them to be excellent of their kind.

6. There are many voluntary organisations in Huddersfield, first and most important of all being the infirmary, which is large, well equipped, and well staffed, and together with its auxiliary convalescent home at Meltham does an admirable work. How far it overlaps and supersedes the institutions maintained by the board of guardians is perhaps a proper subject for enquiry by the Commission.

7. While on the one hand there can be no doubt that both classes of institutions are maintained by the wealthier for the benefit of the poorer, and therefore both participate in the like nature of charitable institutions (that the Poor Law institutions are maintained by *compulsory* charitable contributions and the others by *voluntary* charitable contributions does not seem to have any inherent bearing on the problem, since the recipients of the benefits of both are alike objects of charity), there can be no doubt on the other hand that different classes of individuals are served by the two classes of institutions; individuals who would most hotly resent the imputation of pauperism are yet not ashamed of accepting help from voluntary infirmaries and hospitals. This aspect of the case is very wide-reaching and of very great importance. It introduces one naturally to the question of classification of recipients of aid, whether charitable or State.

8. Many people receive assistance, and particularly medical assistance, in large general hospitals and in special hospitals, who are very far removed from what one understands by the word "pauper," and at the low end of the scale are the unfortunate beings of very low mental and physical equipment, born, it may be, in the workhouse, who spend their days on the verge of pauperism, resorting to workhouse infirmaries on any serious illness, and to the parish doctor for more trivial ailments.

9. There is another class whom I would designate "the criminally pauper." Members of the criminal class, broken down, out of credit with their associates, have nowhere

to turn but to the Poor Law authorities, and many of the inmates of the workhouses and workhouse infirmaries will be found to have been convicted by the police for serious or minor offences. The Commission would obtain valuable evidence on this point from experienced workhouse masters, especially men in medium-sized towns, who have held their positions for a long number of years.

10. Obviously these different series of recipients of assistance need to be carefully classified, and to be dealt with according to their several necessities. For the worst class—the work-house or labour colony—they should be *forca's*. For the struggling shopkeeper, or clerk, or artisan, stricken with sudden illness, it may be such as can only be adequately dealt with in a special hospital, appropriate treatment in such special hospital. For the chronic invalid it may be the mother of several fairly well-to-do, respectable and self-respecting families, assistance such as can be given by the Victoria Nurses, or the village nurse.

11. The present system has grown up haphazard. It is an evolution from mediæval times. All the functions needful were discharged by the monasteries up to the time of the Reformation, and the Poor Law as it exists to-day can be clearly traced as an outcome of legislation that was rendered necessary by the abolition of the nursing brotherhoods and sisterhoods suppressed at that period. That it is imperfectly adapted to the complexities of modern civilisation I believe this Commission will be abundantly satisfied.

12. I believe that the best way out of existing difficulties would be to give some State recognition and some legal powers to the present voluntary infirmary boards which are established throughout the country in all large towns. They are composed without exception of men of the highest standing in the several communities, and if they could be maintained of their present character, and the whole medical relief of the poor in large communities be entrusted to them, and if such boards could receive authority to requisition from the Poor Law boards such funds as might be required to supplement their present resources, very great benefit would result in many directions.

13. The health of the community certainly does not suffer owing to the insufficiency in amount or quality of medical assistance at present available for the poor, unless in the term "medical assistance" be included special foods for invalids and a sufficiency of simple plain nourishing food for the poor at all times.

14. The vaccination laws are at present exercised by the Poor Law side of the Local Government Board. Under normal circumstances this arrangement works well, but in times of small-pox prevalence is apt to lead to delay; but the very essence of success in dealing with small-pox is promptitude—promptitude in isolation of the patients, promptitude in disinfection, and promptitude in vaccination of contacts. Everything which militates against promptitude ought to be obviated. Moreover, vaccination is naturally a function of preventive medicine, and I believe that if it were removed from the Poor Law authorities some of the objections to it would disappear. There is a deep rooted objection in the minds of English people to have anything to do with boards of guardians; they (wrongly in this instance) conceive that some stigma attaches to it. I believe that enormous benefits would be given to the community in the way of more efficient protection against small-pox if vaccination were placed in public health departments, and if every medical practitioner were constituted a State vaccinator.

APPENDIX No. XC.

STATEMENT OF EVIDENCE BY MR. J. W. O'NEILL, GENERAL RELIEVING OFFICER.
HUNSLET UNION.

PROVINCIAL URBAN CENTRES—WEST YORKSHIRE.

Some account of the social and industrial conditions in your union ?

1. Population at Census 1901, 83,002. (Should estimate present population at about 92,000). Area, 12,120 acres. Partly urban and partly rural. The population may be said to be almost entirely of an industrial class.

2. The chief industries within the city are engineering, machine and tool making, woollen and linen weaving, iron forging, blast furnace works, glass bottle making, and ready-made clothing (the latter a comparatively new trade).

3. There are also many other small industries, viz.: boot manufacturing, cabinetmaking, oilcan making, cardboard box making, lock making, rugmaking, sweet manufacturing, blouse and skirt making, etc., etc.

4. Formerly the flax trade employed a great number of girls, but it has almost entirely disappeared.

5. In the out-townships, coal mining, stone quarrying, brewing and farming, are the main industries.

6. During 1904-5 trade was generally depressed, but for the past year it has revived and most trades are now doing well, the building and glass bottle trades excepted.

7. Many of the children of the poorer classes on leaving school take any kind of employment they can get and never learn a trade.

8. As a rule, the children of the artisan class learn trades, males as mechanics, etc., and females tailoring, weaving, etc.

9. Particulars of any peculiarities or experiments in Poor Law administration ?

None; except close supervision over those in receipt of relief, and strict investigation of the circumstances of new applicants.

Case paper system is in operation since Lady-day last, 1907.

10. Views as to the respective merits of indoor and outdoor relief ?

Outdoor relief should be the exception, not the rule. No form of relief is so liable to abuse, even when most carefully administered, and should be given only to persons of proved good character, whose surroundings are in every way satisfactory.

11. When out-relief is given to persons whose characters are "shady" or doubtful, others of a similar kind try the same "experiment" they have nothing to lose, and, if successful, have attained the height of their ambition, and so the evil spreads.

12. Yet we have guardians regularly saying, "It's so much cheaper to give a little matter out than force people into the 'House.'"

13. Many of the outdoor paupers would be much better in the workhouse, where they should be classified according to character and conduct.

14. In my opinion, if out-relief was given only to persons of proved good character and thrifty habits, there would be no serious reason why they should not retain their rights as citizens.

15. Medical relief ought to be curtailed as much as possible.

16. Classes of persons applying for relief ?

Generally speaking, aged people, majority aged widows, widows with children, men (with families) who, having been temporarily incapacitated and made no provision through a friendly society or otherwise. An occasional member of a friendly society whose sickness benefits have been reduced or exhausted, and sometimes out-of-

works. Women deserted by their husbands, women having separation orders from their husbands, and where the husbands have disappeared.

The above may broadly be said to be the classes who apply for out-relief.

Several of the old people apply to make sons pay towards their maintenance.

17. Those generally admitted to the workhouse are old and young of both sexes, whose characters are bad or shady. Old people whose friends, for various reasons, can no longer do with them at home. Others, owing to illness, and no proper means of being treated at home. Unmarried women for confinement, deserted wives and children, persons mentally or physically defective. Men, either unemployed, or unemployable.

18. The causes of pauperism ?

Many causes operate. The greatest is intemperance, bad behaviour, immorality, slum and insanitary surroundings, thriftless habits of many of the labouring and other classes, making no provision against sickness, through a friendly or other thrift organisation. Low wages and irregular employment of many of the labouring classes. Difficulty of finding employment by men advancing in years—(perhaps owing to the operation of the Employers Liability Act). Keen competition in trade, and labour saving machinery no doubt help to drive the unskilled out of employment.

19. The class of persons seeking election as guardians ?

Generally speaking, small tradesmen, shopkeepers, and others; a few educated gentlemen.

Recognised qualification, to be a good hearted person.

20. Particulars as to administration of relief in your Union ?

Three committees for out-relief are appointed annually and sit fortnightly in rotation. A permanent relief committee is also appointed, and sits every four weeks to revise new cases dealt with by the ordinary relief committees.

They hear all applications for relief, and after the relieving officer has given his report, and interviewing the applicant, the case is adjudicated upon.

Temporary cases and new cases are (if out-relief is given) relieved for a period not exceeding four weeks, and no case is put on the permanent list except by the permanent relief committee, after being visited and reported on by the General relieving officer.

Widows with children are granted relief for periods not exceeding three months.

Old and infirm cases are granted relief for periods not exceeding six months.

When the period for which relief is granted has expired the application has to be renewed, and the applicant appear before the committee for further consideration of the case.

At the end of each half-year every case on the outdoor list is revised by the permanent relief committee.

21. Any reform in law or practice suggested to you by your experience ?

That the Central Authority (Local Government Board) issue rules for the administration of out-relief, and make it obligatory that they be obeyed. Result, uniformity of administration throughout the country.

22. Orders of guardians on sons, and other liable relatives should be a legal order, and amounts accruing thereunder recoverable on application to Petty Sessions, on proof of means.

23. Parents should have the right of applying to the justice (or county court) to compel sons to contribute towards their maintenance, without having to become paupers.

APPENDIX No. XC.—*Continued.*

I believe that if such was the law the pauper list would be reduced.

24. Classification of outdoor poor as follows:—

(a) Persons over sixty-five years of age who have led thrifty respectable lives, and who did all in their power to provide for old age through a recognised thrift agency or otherwise, and whose surroundings are satisfactory.

(b) Widows with children, men with families who, through sickness or otherwise are unfit to earn their own livelihood. Persons under sixty-five years.

(c) Deserted wives, etc.

Class (a) to retain the franchise for all elections except guardians.

25. More duties in connection with the Lunacy Act ought to be thrown on to the police. At present the only duty they recognise in connection with the Act is when they find a lunatic wandering at large.

26. The appointment of all responsible officials, in my opinion, ought to be on the Civil Service system, and pay regulated according to rank and responsibility. All appointments to be open to those most suitable.

APPENDIX No. XCI.

STATEMENT OF EVIDENCE BY MR. F. M. OSBORN, HONORARY SECRETARY OF THE SHEFFIELD BOYS' WORKING HOME.

PROVINCIAL URBAN CENTRES—WEST YORKSHIRE.

1. The funds for the upkeep of the Sheffield Boys' Working Home are obtained from:—

- (a) Subscriptions
- (b) Legacies
- (c) Profit on sale of firewood
- (d) Boys' earnings.

2. The effect of charity on the boys is, it is hoped, not

harmful. Our motto is, "We help those who try to help themselves," and we try to live up to it. We have no Poor Law out-relief."

3. In the case of the "Boys' Working Home" there is no co-operation between charity and the Poor Law, and I do not feel competent to say what the possibilities of extension are.

APPENDIX No. XCII

STATEMENT OF EVIDENCE BY MR. WILLIAM PAGE, LATE SUPERINTENDENT OF TEST LABOUR, LEEDS.

PROVINCIAL URBAN CENTRES—WEST YORKSHIRE.

The Classes of Persons Applying for Relief, i.e., Test Labour.

1. Outside labourers, who chiefly from the slackness in the building trade are compelled to seek relief.

The majority of these men are fair workers and deserving of sympathy. They are generally on the look-out for work and stay no longer than circumstances compel them.

2. Men who have a decided objection to be up and at work by 6 a.m. They prefer to lie in bed and have a day off when they think it desirable.

These men would be on test labour the whole year round if allowed to do so. Some will do a little haymaking or potato picking during the season, others follow race-meetings or act as "crow" for a street bookmaker in some low class district, or odd jobs here and there occasionally. They have no desire for regular employment.

3. A case in point is that of one H. K., who had been on test more or less for eighteen months prior to March last. About that time he received from the late Alderman C. B. a letter of introduction to the manager of the Whitwood Collieries, near Normanton, requesting him to give K. employment at the pit such as he was capable of performing.

4. K. had the letter in his possession eight days before it came to my knowledge, and when I asked him why he had not attended to it, he told me that he had been to Normanton and seen the under-manager, and he would let him know later when to start. He told a similar story to the guardians and the relieving officer of his district, and when inquiry was made it was ascertained beyond a doubt that K. had not been there at all.

5. The manager stated in his letter of reply that if K. would go he would give him work, and I was requested to inform him to that effect. I did so, yet he was unwilling and would not go.

He has not had test labour granted since.

6. On another occasion I received a message about noon at the yard for a man named B. requesting him to go to Farnley Ironworks, as there was work awaiting him.

7. I gave him the message and he absolutely declined to go, his excuse being that he was not going to walk four miles to Farnley and four miles back. His test labour was discontinued and he took advantage of an order for the house, and being a widower his children went into a home.

8. Here you have two specimens of the starving poor. Men who usually compel their children of tender years (six to twelve) to attend the yard in all weathers to carry home the bread they receive.

APPENDIX No. XCII.—*Continued.*

9. Men who have frequently appeared at the police courts for various offences and drift about between the workhouse, the gaol, and the unemployed. They are the scum of the town, and when not in prison or on test labour they are usually found loafing about the streets or in the workhouse.

10. I may mention an instance where a man named L., married, and having a family, had a prostitute living at his house. L. told me that to him she was "a good sort," as she supplied him with sufficient money to provide him with tobacco and drink and always paid for his admission to a certain music hall which the woman herself frequented, and he was not going to quit her purposely to remain on test labour. There is no doubt that L. on his own statement, although married, was simply bully for the woman living at his house.

11. No doubt there are men of this class who would feel somewhat safer on test labour or on the unemployed, if only with the idea of shielding themselves from a prosecution for living wholly or in part on the proceeds of prostitution.

12. The majority of the men I refer to in Pars. 2-8 and 9-11 have very little furniture in their homes. Cases of ejection under a magistrate's order are of frequent occurrence for non-payment of rent. They obtain credit wherever they can, chiefly from small shopkeepers in the district, and the Scotch packman often comes in for a share of their patronage. Only recently a man named S. of No. 5 district showed me a County Court summons he had received for non-payment of 16s.6d. for goods obtained, as he alleged, by his wife from a packman, and that he had found in his house twenty-five pawn tickets relating to goods obtained in a similar manner and pledged by his wife.

13. The County Court does not trouble these individuals. One or the other will attend on the day of hearing and satisfy the officials that the husband is out of work and on test labour, and no order is made for payment. Even should the defendant fail to answer the summons, and an order for payment be made in his absence, and subse-

quently a warrant issued for his arrest, it is not executed so long as he is on test labour.

14. There we see sympathy and leniency extended to an undeserving class of men, and indirectly encouragement for them to apply for and remain on test labour.

15. I am in favour of test men being classified, just as I would classify and make distinction between the deserving and non-deserving poor in the workhouse, by obtaining through the local police the particulars of their antecedents.

I make this suggestion from the fact that during the time I have been here, I have seen cases where apparently respectable deserving men, above the ordinary type of labourer have been granted test, and seldom have they stayed more than one or two days. I remember a case where a man left the yard immediately he saw the class of men he probably would have to work with.

The Causes of Pauperism.

16. Drinking, betting, thieving, idleness and prostitution.

17. Men, skilled and unskilled in labour living up to and beyond their means year after year, with no thought of thrift and when no longer able to work are in immediate want.

18. Neglect of the breadwinner of a family to become a member of a sick or friendly society when in regular employment, and when overtaken by sickness he is compelled to apply for relief.

19. In cases where the husband is suffering from consumption and in receipt of out-relief month after month, or maybe year after year, and is at the same time increasing the number of his family.

20. The Workmen's Compensation Act in my opinion has a tendency to increase pauperism.

21. An instance of this occurred recently at Crewe Works on the London and North Western Railway, where, according to the Press, from 90 to 100 of the older hands were discharged, the majority having little or nothing to subsist upon.

APPENDIX No. XCIII.

STATEMENT OF EVIDENCE BY DR. NORMAN PORRITT, CONSULTING SURGEON TO THE HUDDERSFIELD INFIRMARY.

PROVINCIAL URBAN CENTRES—WEST YORKSHIRE.

1. I am a native of Huddersfield and well acquainted with the town and people. I have been in practice here since the end of 1880. For more than twenty years I was honorary surgeon to the Huddersfield Infirmary, to which I am now consulting surgeon. Before my appointment to the honorary staff I was the senior house surgeon; before that senior assistant house surgeon at the General Infirmary at Leeds; and before that was for two years resident assistant to the late Thomas Scattergood, Esq., surgeon to the Women and Children's Hospital and dean of the Medical School, Leeds.

2. My experience has been derived chiefly from my connection with the Huddersfield Infirmary, and I can best comply with the request of your Commission if I state briefly the work of that institution and bring out as I proceed the points germane to your inquiry.

3. The Huddersfield Infirmary has four departments: An in-patient; an out-patient; a casualty; a home visiting or dispensary department.

4. *The In-patient Department.*—The in-patients are drawn from an area with a radius of ten miles in some

directions and five miles in others. They comprise the respectable poor, the working classes, and, above this rank, those who, suffering from long illnesses or requiring serious operations, either from want of means or insufficient accommodation, cannot have the skilled nursing and the requisite medical and surgical attentions their cases require in their own homes. I have no doubt that a number of this last class of patients could afford the doctor's fees and could be adequately nursed and attended in their own homes, but it is so convenient and saves so much trouble to send the patients to the infirmary that some who might safely remain at home go there. Hence beds are occupied by those who cannot be called poor, and unless the number of beds in the infirmary is ample there may be none left for those who should have the first claim—the poor.

5. This occurred not unfrequently during the enlargement of the infirmary some years ago when, part of the building being pulled down, the number of beds was correspondingly reduced.

6. As illustrating this tendency to make use of the infirmary for patients who are not poor, I may mention

APPENDIX No. XCIII.—*Continued.*

that some years ago a member of the honorary medical staff proposed that patients able to pay should be admitted on payment. A majority of his colleagues, however, successfully resisted the proposal on the ground that the infirmary was intended for the poor.

7. Although, according to the last Census the population of Huddersfield shows a decrease, the number of patients treated at the infirmary increases. During the year ending June 30th, 1900, there were 1,080 in-patients, and 32,029 attendances by out-patients, as compared with 1,382 in-patients and 37,212 attendances by out-patients in the year ending June 30th, 1904. Owing to the curious practice adopted by the Infirmary of counting twice and more a patient who is in the infirmary longer than three months, the in-patient figures are artificially inflated, but will suffice for purposes of comparison.

8. This increase in numbers is probably due to the fact that the workpeople contribute so largely to the support of the infirmary. The report for the year ending June 30th, 1906, shows that workpeople's subscriptions alone (£2,201), amount to more than a quarter of the total income for the year (£8,620). When the other contributions of the workpeople from co-operative societies, clubs, friendly societies, and outdoor musical festivals, are included, the contributions of the working classes are perhaps a third of the total income of the infirmary. Now it is unreasonable to suppose that those who contribute so handsomely, and all honour to them for doing it, should not get something back in return; and it seems to me that there is a danger, especially in times of pressure on the beds, that the deserving poor may be elbowed out by those who do so much to supply the infirmary with money.

9. *The Out-patients.*—These attend on stated days and there are among them many who would otherwise be patients of the parish doctor. During the year ending June 30th, 1906, there were 37,406 attendances. The bulk of them, however, are drawn from the working class, and doubtless there are some—what proportion it is difficult to say—who could pay medical fees for private attendance.

10. *The Casualty Patients.*—Are the wounded hands, broken arms and collar bones, and minor injuries and the same remarks apply to them as to the out-patients.

11. *The Home Patients.*—These are visited in their homes by the house-surgeons within a radius of a mile of the infirmary. Their number depends upon the bias and popularity of the house-surgeons. A few house-surgeons cultivate this department, but the general tendency is to keep down the numbers on the list. The chief use of this department is to do the work of the parish doctor. The bulk of the cases seen are fit subjects for the parish surgeon. Here there is real overlapping.

12. It appears to the writer that it would benefit the sick poor to establish in the town a provident dispensary and as far as possible keep a purely charitable institution like the infirmary for the benefit of those who could not afford the modest contributions required by a provident dispensary. There would be no difficulty in securing medical and surgical officers, and the posts would probably be a stepping stone to appointment on the infirmary staff. Between such provident dispensary and the infirmary there should be close co-operation and the staff of the dispensary should have power to send into the infirmary such cases as could not be satisfactorily treated at the homes of the patients. The work of the provident dispensary would comprise seeing patients at the dispensary and visiting them at their homes. Such an institu-

tion would relieve the infirmary of a large number of cases and keep the infirmary more nearly to its legitimate work of succouring the sick poor.

13. The possibility of handing over to one authority the whole work of medical assistance to the poor seems beset with difficulty. But there is room for more co-operation in the matter of destitute patients in the infirmary. They are practically paupers and if they die the infirmary may be charged with the cost of their burial. To prevent this they are removed to the union hospital and although in many cases this may be desirable, there are some cases where from his condition, it would be better that the patient should not be moved. If it were obligatory upon the guardians to bury those who die in the infirmary without means or friends, the guardians would be spared the cost of nursing the cases in their own hospital, plus the expense of the funeral. The board of the infirmary has consistently set its face against the admission to the infirmary of those who are destitute. Although the cases are referred to the union authorities I am sure in some instances the practice is not unattended with hardship and in some cases even danger. The union hospital is on the outskirts of the town, at the top of a long hill and it must be a struggle for some of the wretched invalids to reach it in addition to the inevitable red-tape formalities to be gone through before getting admission. My impression is that if the dread of the cost of a possible funeral were not before their eyes, the infirmary board would open its doors more readily to those who are sick but have the misfortune to be destitute. It seems to me they are more to be pitied than many of those who flock to the infirmary in such numbers and are accorded treatment without question.

14. The infirmary board does admit pauper cases, but they must be recommended by the guardians and an undertaking given as to their removal and burial in case of death. The guardians subscribe £100 annually to the infirmary, and cases which cannot be dealt with in the union hospital are admitted to the infirmary on their recommendations.

15. I think the health of the community suffers by reason of lack of attention to the sick poor, in the case of phthisis and by reason of the inadequate provision made at the Meltham Convalescent Home for convalescing surgical cases. There is no recognised attempt to deal with phthisis. With the exception of the out-patient department of the infirmary there is no refuge for these trying cases but the workhouse hospital and they will not go there unless absolutely compelled.

16. The Meltham Convalescent Home was generously built and endowed by the late Charles Brook, Esq., as a Convalescent Home for the Huddersfield Infirmary. Whilst it has been of invaluable service its usefulness is crippled by the remarkable refusal of the management to admit any surgical case requiring change of dressings. Although a qualified surgeon regularly visits the institution, many working men, to whom the health-giving breezes of the moors would hasten the return of health and quicken the healing of their wounds, are denied its privileges because, perhaps, a piece of gauze needs applying or a bandage needs adjusting. In this respect this otherwise excellent institution is altogether behind the times, out of date, and unlike any other convalescent adjunct to an infirmary with which I am acquainted.

17. On the whole, however, I think the sick poor in this district have adequate attention.

18. The figures I have quoted are from the reports of the infirmary.

APPENDIX No. XCIV.

STATEMENT OF EVIDENCE BY DR. WILLIAM PORTER, PHYSICIAN TO THE ROYAL INFIRMARY, SHEFFIELD.

PROVINCIAL URBAN CENTRES—WEST YORKSHIRE.

1. My only experience of medical assistance of the poor is in connection with the Royal Infirmary in Sheffield, at which institution I hold the office of physician.

2. The subscribers' recommendation system is adopted there, and is the only check we have upon improper applications. It is a very inadequate one, and a considerable number of our patients there could not be classed among the very poor.

3. What is wanted is some better means of investigating the circumstances of applicants for medical

assistance, and some scheme by which those able to pay something towards their treatment should be able to do so.

4. Personally I should not like to see such institutions as the Sheffield Infirmary and Hospital handed over to municipal control and management.

5. Certainly I should not say, so far as I am able to form any opinion, that the health of the community suffers through insufficiency in amount or quality of the medical assistance available for the poor in Sheffield.

APPENDIX No. XCV.

STATEMENT OF EVIDENCE BY MR. J. T. PRENTIS, SECRETARY OF THE HUDDERSFIELD INDUSTRIAL SOCIETY, LIMITED.

PROVINCIAL URBAN CENTRES—WEST YORKSHIRE.

1. The Huddersfield Industrial Society is a trading society; it is in no way connected with friendly societies; and it gives no relief to members.

2. For your information I may say that during the past twelve months our receipts for goods sold have amounted to £382,000; we have freehold and leasehold property worth considerably over £100,000; a membership of 13,436; and share capital, £188,257.

3. At the present time 553 members have £100 each, invested in the society; 965 between £50 and £100; 4,277 from £1 to £50; and 7,641 £1 or under.

4. Each member on entering the society has to agree to take at least one share of £1, but can, if he wish to do so, take any number up to 100.

5. The profits made by the society are divided among the members in proportion to their purchases during the quarter, and usually amount to 3s. in the £.

6. We give annual subscriptions to the following:—

	£	s.	d.
Manchester Eye Hospital - - - -	3	3	0
Bradford Eye and Ear Hospital - - -	2	2	0
Askern Bath Charity - - - -	5	0	0
Huddersfield Orphan Home - - - -	2	2	0
Huddersfield and District Sick Poor Nurses' Association - - - -	10	0	0
Huddersfield Infirmary - - - -	50	0	0
Huddersfield Deaf and Dumb Association - -	2	2	0
Yorkshire Deaf and Dumb Association - -	2	2	0
Mirfield Cottage Hospital - - - -	1	1	0
Kirkheaton Parish Nurse Fund - - - -	1	1	0
Co-operative Convalescent Homes Association -	15	0	0
Society for assisting the Blind of Huddersfield and District - - - -	2	2	0
Devonshire Hospital, Buxton - - - -	3	3	0
Poor Peoples' Gathering - - - -	2	2	0
Society for the Prevention of Cruelty to Children - - - -	2	2	0

7. It is impossible to give any idea with respect to the wage limit of members, as they consist of persons from the highest class to the very poor.

APPENDIX No. XCVI.

STATEMENT OF EVIDENCE BY MR. HAROLD SENIOR, MASTER OF THE HUNSLET UNION WORKHOUSE.

PROVINCIAL URBAN CENTRES—WEST YORKSHIRE.

1. I have been Master of the Hunslet Workhouse for the past eighteen months and was Assistant Master for the previous three years. This comprises the whole of my Poor Law experience.

2. There is a system of classification in vogue at this workhouse which has proved to be very successful and is a commendable experiment.

Class A.—Aged and infirm over sixty years of age whose characters bear the strictest investigation, but have been unable to provide for old age. This class are allowed extra comforts in the way of furniture and leave of absence each day.

Class B.—Inmates who fall short in one or two respects of the requirements of Class A. These people are allowed fewer privileges than Class A.

Class C.—Inmates not considered suitable for either Class A or B, but if their continued good conduct whilst in the house justifies it they are promoted to a higher class. These people are on the same level as the able-bodied as regards leave of absence.

3. The effect of this classification is in keeping the best behaved people together, and giving a better control of the worst class of inmate who aspire to a higher classification.

APPENDIX No. XCVI.—*Continued.*

4. Cottages for deserving married couples who require some attention and therefore are unfit for out-relief, are to be recommended.

5. Making rugs for use in the workhouse I have found to be an excellent means of utilising the labour of the infirm inmates, and at the same time using up materials that would otherwise be of no real value.

6. Vegetable growing is another feature which is worthy of great consideration. This work can only be done, of course, where there is land adjoining the workhouse premises or an entirely separate colony for able-bodied male inmates, the latter I should strongly recommend. Land cultivation is of far more value than stone-breaking as task-work, and the latter should not be used except in extreme cases. From a financial point of view it has proved to be a success, and much labour can be used. At the same time it might be a means of teaching and giving the younger men a taste for agriculture.

7. The following is a list of the trades of men who were in the workhouse during the half-year ending Lady Day, 1906 :—

Labourers (general)	-	-	-	-	-	155
Moulders, fitters, etc.	-	-	-	-	-	21
Horse drivers and grooms	-	-	-	-	-	9
Boot makers	-	-	-	-	-	15
Joiners	-	-	-	-	-	3
Failors	-	-	-	-	-	3
Miners	-	-	-	-	-	14
Painters	-	-	-	-	-	3
Mill hands	-	-	-	-	-	4
Bricklayers	-	-	-	-	-	2
Glass workers	-	-	-	-	-	2
Other trades	-	-	-	-	-	19
Clerks	-	-	-	-	-	3

8. Out of 253 men who passed through the workhouse, only ninety-eight had ever learned any trade. The majority are iron foundry labourers. A great many are physically and mentally degenerate, caused probably by their early social conditions and lack of training. During a roll-call which took place at this workhouse about twelve months ago, seventeen men out of a batch of nineteen that were interviewed had never been married, or had anyone dependent upon them.

9. Another feature is the number of pregnant unmarried women that pass through the workhouse. Out of forty-five pregnant cases during the years 1905 and 1906 thirty-one were single women.

10. With the amount of machinery now in use in the various works, men who are upwards of fifty years of age cannot easily obtain employment, owing perhaps to the Workmen's Compensation Act, and the older men being less able or willing to adapt themselves to new conditions. Men who at one time were members of trade unions run out of any benefit owing to being unable to keep up payments through sickness and other causes. In some cases men who lose time through drinking are eventually discharged on that account. That class of workman is thoroughly unreliable and is not often given a second opportunity by the same employer.

11. Under the present favourable conditions the able-bodied men and women have no dread of entering the workhouse. The excellent dietary and comfortable dormitories provided for them are an inducement rather than a deterrent, taking into consideration the general conditions the majority of them live under when outside. The allowing of too much liberty has also a bad effect upon indoor relief, especially in the case of able-bodied men and women. I have had many cases where leave of absence and all other privileges have been stopped because of some misdemeanour, where the subject of this punishment has taken his discharge rather than undergo the confinement. The expectation that people will be provided for is no doubt the cause of a great deal of the present improvidence in the country.

12. Opportunities should be given to the proper class of men with families to seek work. No fixed law can be carried out on this point, as each case would have to be dealt with on its merits.

13. There is an increase in the small tradesmen and workmen seeking election as guardians, who, to some extent, live in the same atmosphere and do business with the applicants for relief and may be somewhat biased in their judgment of their cases. Men who are better educated and in higher positions, such as heads of large firms, who are continually in touch with the people, would probably judge a case from a broader standpoint, being less dependent on the opinions of the industrial classes.

14. Something might be done with reference to the appointment of relatives of guardians to Poor Law appointments. These appointments are in some degree detrimental to the good administration of Poor Law generally, through the private influence brought to bear upon the officers.

APPENDIX No. XCVII.

STATEMENT OF EVIDENCE AS TO CHARITIES AND VOLUNTARY EFFORT, BY THE LORD BISHOP OF SHEFFIELD.

PROVINCIAL URBAN CENTRES—WEST YORKSHIRE.

1. An account of the endowed charities of the City of Sheffield will be found in the report made in 1897 to the Charity Commissioners.

2. The tendency of out-relief as administered is to lower the self-respect of the recipient, whilst "a Charity" is usually a tribute to respectability.

3. My experience of those engaged in Poor Law methods has been good. At the same time the large powers exercised by paid officials demands careful supervision.

4. Co-operation between charity and the Poor Law is now being extended in Sheffield by the introduction of the Elberfeld system, which commenced on January 1st. It has been favourably received by both the civic and Poor Law authorities.

5. To substitute charity for out-relief would be difficult. For instance, in the Isle of Man up to 1888 there was no Poor Law, and the relief was voluntary charity. But the system broke down, and in that year a permissive

Poor Law was established, and was largely, though not, I believe, universally adopted.

Co-operative, Friendly, and other Societies.

6. It is, I think, improbable that friendly societies could at present undertake the provision of old age pensions. If a State system of old age pensions was introduced, friendly societies would have to adapt themselves to changed conditions.

7. Further co-operation between friendly societies and hospitals would, I think, be welcomed by both.

8. I do not think friendly and thrift societies progress much. Neither co-operative nor P. O. Savings Bank figures seem to show any increase at present. On the other hand the Sheffield Savings Bank shows this year a large increase in deposits; and, though an old established bank, it claims 1906 as a "Record year."

APPENDIX No. XCVIII.

STATEMENT OF EVIDENCE BY MR. WILLIAM SINCLAIR, PRESIDENT OF THE SHEFFIELD FEDERATED HEALTH ASSOCIATION.

PROVINCIAL URBAN CENTRES—WEST YORKSHIRE.

1. I should like to say that, in my opinion, two outstanding defects of our Poor Law administration are:—

(a) That it fails to recognise the economic and moral advantages of preventive measures.

(b) That relief is given entirely through paid officials.

2. From the enclosed report* you will see that the Sheffield Federated Health Association is mainly an educative association, and consequently its efforts have been confined almost entirely to preventive work.

3. Of this work the lectures on "Motherhood" (see enclosure)* bear most closely on the interests of the poor. They have called forth the highest praise from all who have heard them, and I am strongly of opinion that if every girl were compelled to attend a similar course of instruction, either in our day or evening schools, it would do a great deal to reduce that waste of infant life which disgraces our civilisation, and to improve the physique of all children who survive, and hence render their working lives longer and more efficient.

4. Dealing further with this preventive side, I should like to suggest that the work done by Education Committees, in caring for the physical welfare of children, should be considered by your Commission, and, in order to enable you to see what is actually being done in Sheffield I enclose a copy of the Sheffield Education Committee's Regulations, and also other documents dealing with the question. (See pp. 30-34 of Regulations.)*

5. Since the issue of these Regulations the committee has appointed a medical officer, who visits the schools and examines the children. A record of each child's physical condition is kept by the teacher (see card enclosed),* and, when weakness is discovered, a circular letter is sent to the parents, advising them to obtain medical treatment for their children.

6. In cases of parental neglect the medical officer communicates with the Society for the Prevention of Cruelty to Children, and, in cases of poverty, with the lady inspectors of the Sheffield Corporation, who visit the homes and advise the parents.

7. In carrying out this admirable work the chief difficulty occurs in securing prompt and effective action in cases where parents are unable to pay for medical treatment.

8. Difficulty is sometimes experienced in obtaining hospital recommendations, and thus valuable time is lost. It would be a great gain for such children, both physically and educationally, if arrangements could be

made whereby head teachers might send them direct to the hospitals, when it was ascertained that their parents were unable to pay for medical treatment.

9. From all this, as well as from the "Education (Provision of Meals) Act," passed last session, and from the clause in the recent Education Bill, making medical examination of school children compulsory, it is evident that the tendency of the present time is to throw on education authorities work which, a few years ago, if undertaken at all, would have been put in the hands of boards of guardians.

10. The reason of this is that our ideas of education are growing and widening. We are realising that the *mens sana* can only exist in the *corpore sano*, and that even from a mere economic point of view it will pay us, as a nation, to rear healthier human animals.

11. Administratively considered, all this means that there is a tendency for the work of education authorities and of boards of guardians to be linked more closely together, and the question arises whether it may not be advisable in the near future to place the care of education, and of the deserving poor, in the hands of one and the same authority. All education authorities possess staffs of attendance officers, who are continually going round their districts, and are thus gaining a great deal of information regarding the circumstances of the poor.

12. During the recent distress in Sheffield the committee which provided free breakfasts for poor children received the greatest possible help from these officers, and our school clothing guilds find their assistance equally valuable.

13. Personally, I have for some time been of opinion that we should secure more economical and more humane administration if the deserving and undeserving poor were dealt with by two separate and distinct authorities, if tramps, loafers, criminals, etc., were left to the care of the police and a new strong combined authority were called into existence to care for the well-being of:—

(a) The young in their preparation for life's work.

(b) The old, who have done their share of life's work, but who now require a helping hand and a sympathetic voice.

(c) All those who, owing to disease, accident, or other misfortune, are unable to earn a decent livelihood.

14. This division of responsibility would discourage all tendency to idleness and loafing on the one hand, and, on the other, would remove the taint and sting of pauperism from deserved State aid.

* Not printed.

APPENDIX No. XCIX.

STATEMENT OF EVIDENCE BY MR. THOMAS SMITH, BARRISTER-AT-LAW, CLERK TO THE ECCLESALL BOARD OF GUARDIANS, EX-MEMBER OF THE EXECUTIVE COMMITTEE OF THE COUNCIL OF THE ASSOCIATION OF POOR LAW UNIONS, MEMBER OF THE PARLIAMENTARY AND GENERAL PURPOSES COMMITTEE OF THE NATIONAL POOR LAW OFFICERS' ASSOCIATION, AND SECRETARY OF THE YORKSHIRE POOR LAW CONFERENCE.

PROVINCIAL URBAN CENTRES—WEST YORKSHIRE.

1. The Union, with a population of 179,699, comprises but few large works, the greater portion being of a residential character, the northern portion being the home of the Sheffield working man, whilst the west end comprises the residential portion of the wealthy classes of Sheffield. There is also a considerable tract of moorland and rural district under the jurisdiction of the Norton Rural District Council, of which authority I am the clerk.

2. The increase of population during recent years has been amazing, partly due to the abolition of the poor property in the neighbouring union of Sheffield, the occupiers of which have migrated into the Ecclesall Union.

3. The figures of paupers in receipt of relief bear out this statement:—

Year.	Indoor.	Outdoor.	Total.
1902 - -	706	1,007	1,713
1903 - -	938	1,238	2,176
1904 - -	991	1,286	2,277
1905 - -	1,056	1,377	2,433
1906 - -	953	1,303	2,256

4. It will also be seen that the period of bad trade, from which it is to be hoped the city is now recovering, has had, to a great extent, its effect upon the numbers of pauperism.

5. The number of lunatics in the workhouse on January 1st, 1902, was 115, in the asylum, 251, as compared with 127 on January 1st, 1906, in the workhouse, and 301 in the asylum.

6. The expenditure on in-maintenance and outdoor relief in 1903 was £26,006 9s. 8d., and in 1906 £24,258 10s. 8½d. the cost of in-maintenance having decreased per head per week from 9s. 10d. in 1902, to 7s. 11½d. in 1906.

7. The rateable value of the union in 1903 was £640,783 16s. 8d., and in 1906 £691,054 18s. 3d., of which £2,692 consists of Government property, £9,202 10s. that of railway property, whilst the guardians receive a sum of £144 13s. 7d. half-yearly, being Government grant in aid of guardians' expenditure.

8. The occupations of the people are principally cutlers, carters, hawkers, labourers, charers, servants, and many returned as being of no trade.

9. The union was constituted on January 21st, 1837. The number of guardians now is twenty-six, of whom five are rural district councillors. The guardians, with one exception, are all resident in the union, and there are no co-opted members or lady guardians. Elections are held triennially. The elections are generally contested, and from 33 to 50 per cent. of the electors vote.

10. The departure from the strict administration of the Out-door Relief Regulation Order with regard to the employment and payment of able-bodied men, has been found to work satisfactorily in this union.

11. *Apprenticeship.*—Very great difficulty has been experienced in placing boys to suitable trades, and the Local Government Board have, in some instances, allowed boys apprenticed to the better trades to lodge with a widow in receipt of outdoor relief, and for periods of a

year at a time, outdoor relief has been sanctioned in order to supplement the earnings of the apprentice, and so enable him to obtain lodgings under the supervision of the guardians, and in this way remain independent of the workhouse for his home outside the workshop.

12. *Appointment of Nurses.*—The Local Government Board have sanctioned a scheme by which the necessity of reporting each new appointment of charge nurse and probationer nurse is dispensed with. The Local Government Board, in such a case, limit the number of charge nurses and probationer nurses to be appointed without such appointments being reported to them for sanction.

13. *Hospital Administration.*—The Local Government Board have sanctioned a departure from the existing regulations by which the matron is relieved of that portion of her duties relating to the hospital, and the superintendent nurse is held responsible for the administration of the hospital, subject to the paramount supervision of the master. (Date of Order first issued, October 6th, 1899.) Personally, for the avoidance of friction, I think it preferable either to adhere to the Orders, or to have entirely separate administration.

14. *District Nursing.*—We have had experience both of having district nurses entirely under our own control, and also of subscribing to the Sheffield branch of the Queen Victoria Jubilee Institute for Nurses. I think the latter plan much the more desirable one.

15. *Relief Committees.*—We have an Order dated September 30th, 1905, from the Local Government Board, sanctioning three guardians forming a Relief Committee, the chairman to sign the Relief Order Books, and submit same to the guardians at their next meeting.

16. I think I can safely say that the majority of my board are mainly in favour of outdoor relief. There is no actually fixed scale of outdoor relief, but I can say that the amounts according to the classified scale differ but little. I strongly recommend the "House" for all cases except the aged who can look after themselves, or have someone to attend to them, the thrifty, those who can be medically treated in their own homes, widows with young children. I do not consider the dread of entering the workhouse so great as in the past; particularly so is it the case of the hospital. If anything, I should say that the workhouse test is not applied as often as I should like to see it.

17. The classes of persons applying for relief can generally be summarised as follows:—

- (a) Old or infirm men and women.
- (b) Cases in which the husband is temporarily absent; e.g., prison.
- (c) Deserted wives and families.
- (d) Pregnant women.
- (e) Loafers.

18. The causes of pauperism are:—

- (a) Old age or approaching old age, with no provision made for a rainy day.
- (b) Sickness.
- (c) Widows left with several young children.
- (d) Cases unable to obtain employment owing to the Workmen's Compensation and Employers' Liability Acts.
- (e) Drink, thriftlessness, and gambling.
- (f) Imbeciles and epileptics unable to obtain work.
- (g) Bodily defective.

APPENDIX No. XCIX.—*Continued.*

19. The Local Government Act of 1894 had considerable effect on the social status of gentlemen seeking the office of guardian.

20. When I was appointed in 1901, out of every two members of the board, one at least was a magistrate. To-day the chairman of the board is the only one who enjoys that distinction. For all that, I do not wish to infer that the guardian elected to-day does not carry out his duties in the same earnest and careful manner as his predecessors did, for I think he does. In matter of regular attendance, owing to the fact that his public duties are not so multitudinous, he is inclined to outstrip the guardian he has succeeded, in his number of attendances, but is he regarded in quite the same light by the applicants themselves, is he not often rather too much of their own class, and somewhat likely to be biassed in favour of those whom he knows? For how often do we hear the expression, "Mr. Chairman, I know all about this case," and sometimes it is to be regretted that such knowledge does not coincide with that of the relieving officer, who has made his own inquiries into the case.

21. Members chiefly gain their seats by their allegiance to one or other of the political parties, but I am glad to say that it is on rare occasions that a vote taken at a board meeting resolves itself into an entirely political one.

22. I should like to add that the addition of members of friendly societies has been of the greatest assistance in the relief work of the board.

23. We have, at present, no lady guardians. I think it would tend considerably to a maintenance of continuity of the policy of the board for a third of the members to retire annually in lieu of the triennial elections now in force.

24. *Particulars of Administration of Relief within the Union:—*

(a) Relief staff. Superintendent of outdoor relief (who is also inspector under the Infant Life Protection Act, and collector for the whole of the union), three relieving officers, warrant officer and two case-paper clerks.

(b) House staff. Master and matron and subordinate officers.

(c) Hospital staff. Medical officer, resident medical officer, superintendent nurse, nursing staff, and wardmaids.

(d) Cottage homes. Superintendent and matron, foster fathers and mothers.

25. Applications for relief can be made on Friday or Saturday, or urgent applications at any time. These applications are considered by a committee of not less than three guardians, on Wednesday morning. Relief is then ordered for periods ranging from one week to six months, according to the urgency of the case or the age of the applicant. Discretionary orders are confirmed. Orders for the House are only given for a definite period, at the expiration of which time the applicant appears before the committee. Relief is distributed at pay stations at fixed periods.

26. *Brief Headings of General Reform:—*

(a) Detention of unmarried mothers after birth of first child, for a period of at least twelve months.

(b) Removal of all children from workhouse precincts.

(c) Removal of sane epileptics from the imbecile wards. I was for a time clerk to the joint committee appointed to consider the advisability of adjoining unions combining for such a scheme, but the scheme died a natural death.

(d) The extension of the Medical Relief Disqualification Removal Act to cases of direct admission for medical treatment to the hospitals of any union workhouse, or any hospital maintained directly at the expense of the poor rate, or on an order of, or recommendation by, a registered medical practitioner, so that such persons so admitted, or of whose families members may have been so admitted, to any workhouse hospital, or hospital maintained directly at the expense of the poor rate will not, by reason thereof, be deprived of any right to be registered or to vote, but will be regarded as if they had merely received for themselves or any members of their families such medical assistance outside the workhouse hospital as would have entitled them to the provisions of the Medical Relief Disqualification Act, 1885.

(e) The adoption of the case-paper system, and the abolition of the Application and Report Book. I find the former to have been of the greatest assistance in the working of the union.

(f) I think something should be done to amend the law with regard to the obtaining of certificates of exemption from vaccination, in order that more uniformity of administration might be obtained.

(g) That the disease of tuberculosis should be made a "Notifiable" disease. This has been effected in this city by a clause in a recent Corporation Act.

(h) That considerable modification, and not abolition, of the law of settlement and removal is much needed.

(i) That one-third of a board of guardians to retire annually would be found more effective than a triennial election. The latter have been known to alter the entire policy of the board in the space of a short time.

27. *Minor Reforms:—*

(a) That the question of the payment of the conveyance of guardians to and from institutions under their care and control, should be finally settled, and made uniform.

(b) That the basis of grants obtained from county councils and the Local Government Board under the Agricultural Rates Act, 1896, should be revised quinquennially.

(c) That the Poor Law could be efficiently worked by a less number of guardians.

(d) That guardians should not, as is so often the case, sit and hear relief cases, for, and from, their own district.

(e) That power should be granted to guardians to remove any destitute persons so living as to be a danger to themselves, also those who refuse to enter the workhouse, merely on the grounds of an inherent desire to do so.

(f) The abolition of school cards, and the substitution of inspection by guardians' officers of the register of the Education Committee.

APPENDIX No. C.

STATEMENT OF EVIDENCE BY MR. FRED R. SPARK, J.P., LEEDS.

PROVINCIAL URBAN CENTRES—WEST YORKSHIRE.

1. As the founder of the Leeds Workpeople's Hospital Fund in 1886, and still the Chairman, the following brief history of that movement may be of interest to your Royal Commission.

2. Up to the establishment of this fund the workpeople of Leeds contributed to the Leeds General Infirmary about

£1,800 per year. This amount was for the most part voluntarily given, as there was no special agency for collection. At an annual meeting of the Infirmary Board and Governors, I expressed a belief that by organizing a large committee of working men, elected from every ward in the City, the contributions from workpeople might be

APPENDIX No. C.—*Continued.*

very largely increased. This suggestion was heartily approved.

3. The leading men in trades' unions, friendly societies, etc., were called together. A committee was at once formed; and afterwards public meetings were held in every ward and district of the city, at which committees were elected. Each of these ward committees elected its chairman and hon. secretary. Together, these officers, numbering thirty-two, formed the Executive Committee.

4. The first year's working of this committee resulted in more than doubling the contributions from workshops within the City Boundary. There were still hundreds of work-places from which no contributions were received towards the Hospital Fund. These were reported to the executive, and formal application was made to employers asking permission to hold meetings in their works, to explain to the workpeople the objects and benefits of this new organization. Some employers readily assented, others at first refused.

5. In many cases where meetings were held the men themselves raised objections. Strong feeling was shown by workmen, and opportunity was taken to exhibit this, against the system of fines for what they called "minor offences" in the works, which fines were handed over to the medical charities by the employers. This, too, was used as a retort upon our advocacy of "purely voluntary contributions."

6. The movement, however, went on by "leaps and bounds," so that in the course of (say) ten or eleven years, we were enabled to give to the infirmary £5,000; and to the other medical charities large sums. (*See Par. 17a.*)

7. The collection of this large sum—nearly all in pennies and half-pennies—entailed a vast amount of honorary labour, and ultimately necessitated the employment of a paid secretary, who devotes the whole of his time to the work. This paid employment, when first proposed, aroused some bitter opposition in the Committee, on the ground that the purely voluntary character of the movement would thereby be destroyed. A year or two elapsed before the actual necessities made the appointment of a paid secretary inevitable.

8. Up to about this period neither the enthusiasm nor the work showed much diminution. But here was all this large amount of money collected by the workpeople's committee and yet they had no adequate voice in the spending of it, or in the management of any of the different medical charities. They were allowed, it was true, to have one representative on the boards of the charities, and several workmen were, as "governors," invited to attend the annual meetings by virtue of the sums given out of the fund.

9. Ominous demands were occasionally made for "more power" over the spending and distribution of the work people's fund. Some friction arose between certain workpeople and the infirmary, the former sometimes claiming as a "right" to be specially treated in that institution by reason of their subscriptions. The fund itself at this time became stationary.

10. To meet these difficulties, and to infuse new life into our movement, my proposal to establish a Workpeople's Convalescent Home entirely under our own management was warmly taken up. The benefits of this home were to be confined exclusively to regular subscribers (weekly or fortnightly) to our fund. This new departure, however, was met by serious, if not furious, opposition by some medical men connected with the Leeds medical charities. The scheme was regarded by them as subversive of the principle of charity; and that money was being collected for one purpose, and expended for another.

11. But at a largely attended meeting of workpeople, the proposal to establish for ourselves a Convalescent Home was unanimously and most heartily adopted. This first-purchased and first-established Convalescent Home for men is situated at Horsforth, a few miles from Leeds. Another Convalescent Home for women is established at Ilkley. From this new movement a rapid increase in our fund resulted, and we have now doubled the size of the home for men.

12. When fully occupied, it is calculated that we shall be able to give about 2,000 Leeds workpeople, annually, restoration to health. In my opinion more than one half of these will thus be saved from a complete breakdown requiring their admission as in-patients to the medical institutions. What a saving, then, to those charities!

13. The workpeople who subscribe to our fund of course vary greatly in the amount of their weekly wages. As a general principle we seek to obtain from those receiving under 10s. per week, one half-penny per week; and those above that sum, one penny.

14. As some of our workmen subscribers receive from £100 to £200 per year, the question is often raised: Are these people eligible for relief at the infirmary? Can they be regarded as poor? If any one of them is rejected by the infirmary enquiry officer, then complaint is made to our committee, and threats are uttered that the works where the complainant is employed will withdraw subscriptions from the Fund.

15. The money qualification for relief at the public hospitals is a question of vital importance, and is one which in my opinion must be seriously dealt with in the near future. As I have shown, there are working men, and members of the middle classes, receiving from (say) £100 to £200 per year. In the case of any of these requiring a serious operation this is the position—he is not poor enough to be admitted into the infirmary, and he is not rich enough to pay a medical man's usual fee.

16. Gladly would he pay according to his means, could he be admitted to the infirmary, where every known appliance, surgery and nursing skill, are obtainable. This, however, he is not allowed to do, and he is, so to speak, "between the devil and the deep sea." The result frequently is that a patient may live on for a time, and then succumb, when, in all probability, under a successful operation, his restored health would have rendered him a valuable asset to his country for many years.

17. My view is that paying wards in hospitals, or paying hospitals, are a necessity of the day. I believe that many of the professional men attached to our medical charities are opposed to this policy, though I have not been able to gather upon what reasonable grounds.

(a) Herewith is appended the amounts given out of the Leeds Workpeople's Fund up to 1906:—

	£	s.	d.
General Infirmary - - - -	83,241	7	9
Leeds Public Dispensary - - -	10,953	12	10
Hospital for Women and Children - -	9,887	16	1
Leeds District Nurses' Association -	1,900	0	0
Bramley District Nurses' Association -	500	0	0
Stanningley Nurses' Association - -	250	0	0
Leeds Tuberculosis Association - -	1,435	0	0
Recommends purchased for Southport, etc.	450	15	8
Convalescent Homes (Horsforth and Ilkley)			
—purchase and maintenance - -	31,204	11	4
Meanwood Home for Children - - -	99	15	0
Leeds Ladies' New Maternity Hospital -	325	0	0
Total	£140,207	18	8

18. The enquiry officer attached to the Leeds Infirmary reports monthly to the board the result of his labours. There are many objections to this enquiry—especially by those who contribute to the Workpeople's Fund, or who claim to do so—and it is no uncommon thing for some of these grumblers to be no subscribers at all.

19. Leeds poor working people are sensitive, and do not like these inquiries which often are made of their neighbours. It is characteristic of women, on applying to our medical charities, to dress themselves in their best. The enquiry officer "spots" these, naturally perhaps, and seeks to show their ability to pay a private doctor. Offence is thus often given, and our Workpeople's Committee have to intervene, and sometimes to suffer for this.

20. As to No. 3 of the subjects on which the Commissioners seek opinions, it may be stated that many years

APPENDIX No. C.—*Continued.*

ago I was approached (as the then Chairman of the Hospital for Women and Children) by the infirmary chairman, who held the view that an amalgamation of the Institutions would be beneficial. The objections I then felt, and still feel, are that those who subscribe to both institutions now, would certainly not double their sub-

scriptions to the one institution if an amalgamation took place; neither would the committee-members and the honorary medical men of the smaller charity labour for the one extended charity as they do for their "pet" institution. In the one they are important members—in the other they would be "door-keepers."

APPENDIX No. CI.

STATEMENT OF EVIDENCE BY MR. ARTHUR SYKES, LEEDS.

PROVINCIAL URBAN CENTRES—WEST YORKSHIRE.

1. I have had no practical insight into the working of the Poor Laws as a guardian, nor connection with friendly societies; and the suggestions which I venture to offer are based on knowledge gained during several years actually spent in a factory, and since increased by more or less intimate relation with working men in one of the poorer wards of this city.

2. I have also had considerable experience as hon. secretary and treasurer to various Charitable Organisations; but I fear that my views rest chiefly on an academic foundation, having studied somewhat deeply social problems and economics in writers on all sides of the questions involved.

3. The problems of crime, intemperance, unemployment and poverty, together with causes and remedies, are so intimately connected that it is impossible not to treat them as a whole; and, to my mind, that of "unemployment" is by far the most important. (How far the present acuteness of the malady is connected with the fiscal question is debateable, and does not, I suppose, come within the purview of the Commission.)

4. In periods of "Bad Trade" and the consequent distress, I have good reason to believe (and think that the better class of working man will agree with me) that the proportion of "The Unemployable" is much larger than is generally thought to be the case.

5. In such circumstances the unemployed may, I think, be divided into three classes, proportioned as follows:—

(a) The really deserving, 30 per cent.

For the relief of this class voluntary effort would always furnish ready and ample means.

(b) Cases due more or less to improvidence and other avoidable causes, 30 per cent.

Voluntary effort combined with legislation already existing would also suffice for dealing with this class.

(c) The remaining cases are, I believe, to all intents and purposes to be classed as "unemployable," 40 per cent.

(In times of "Good Trade" the proportion of this class to the whole is, of course, larger still.)

6. For dealing with this class fresh methods and legislation are necessary, for it is, undoubtedly, the source of an enormous proportion of the crime, vice and intemperance which exist. I would propose a system of detention combined with compulsory employment to which the stigma of the gaol should not (and, I believe, would not) be attached.

7. These "Labour Colonies" would, undoubtedly, involve a large expenditure to establish, but in a very few

years, I am convinced, they would prove themselves to have been very remunerative undertakings owing to the consequent reduction of habitual crime, intemperance, insanity and disease. Though such methods necessarily interfere with the "liberty of the subject," and are supposed to be "un-English," I fail to see how they differ from Factory Acts, Employers' Liability Acts, Compensation Acts and other legislation to an increase of which public opinion of to-day unanimously points. In fact, it seems to me impossible to deal otherwise with those who through ignorance cannot, or through vicious propensities will not, help themselves.

8. The question of compulsory insurance is one which is more or less closely connected with the above-mentioned scheme. The policies should be paid for partly by the operative and partly by the employer, with grants in aid if necessary, from the Exchequer. Such a system would, I believe, go far towards the solution of the "Old Age Pension" problem. In the very fact of the individual contribution (however small in proportion to the actual expenditure involved and benefit received) lies, I believe, the whole secret of the value of the remedy.

9. Such is, undoubtedly, the case in the administration of hospitals, dispensaries and kindred charitable organisations.

10. The genuine working man feels, I believe, strongly in this matter, and resents equally with the well-to-do the abuse of charity in all its forms which is practised by the worthless and unprincipled among his fellows.

11. The records kept by the suggested "Labour Colonies," together with the "insurance tickets," would automatically furnish individual certificates which would be of the greatest use in dealing with cases of vagrancy and application for relief whether under the Poor Laws, or to charitable institutions. These certificates, too, would enable magistrates and guardians to deal equitably and efficiently with cases which involved doubt as to whether the subject were entitled to relief, or should be dealt with under the present penal code, or the suggested "Labour Colony" legislation.

12. It must be borne in mind that legislation in the form of Factory Acts, Employers' Liability Acts, Compensation to Workmen Acts, together with the large increase of taxation and local rating must in the future not only necessarily accentuate the problem of old age pensions, but also tend to diminish the flow of funds to purely charitable objects.

13. In my opinion it would be impossible by purely voluntary effort to provide such a system of pension.

APPENDIX No. CII.

STATEMENT OF EVIDENCE BY MR. WALTER TARRANT, MASTER, ECCLESALL BIERLOW UNION WORKHOUSE.

PROVINCIAL URBAN CENTRES—WEST YORKSHIRE.

Peculiarities in Poor Law Administration.

1. A system which is peculiar, I believe, to Ecclesall, and which has been recognised in this Union by the inspectors and auditors for the past thirty years, provides temporary work for able-bodied men.

2. Instead of this class being given orders for admission on application to the relieving officers' work (wood sawing or stone breaking) is found them, by which they can earn varying amounts according to their class.

3. The wood and stone are paid for by the hundred-weight, and single men are not allowed to earn as much per week as married men with children.

4. The wages thus earned are paid at the end of each day, and are paid out of either the firewood or stone accounts.

5. This system is a safeguard against actual want and enables the man to retain his liberty to seek more remunerative employment elsewhere, and he does not become disenfranchised.

6. It undoubtedly accounts for the comparatively small number of able-bodied men in this workhouse.

7. The following are the maximum amounts allowed to be earned and which were adopted by the Ecclesall Board, January 31st, 1877:—

	s.	d.
Single men	5	9
Married men with wife only	7	8
Married men with wife and one child	9	7
Married men with wife and two children	11	6
Married men with wife and three children	13	5
Married men with wife and four or more children	15	4

8. The number of men thus employed has fluctuated (with the trade of the city) from two to twenty, the average number being eight.

Respective Merits of Indoor and Outdoor Relief.

9. Outdoor relief for the aged poor I believe to be preferable to indoor where it is possible to obtain home life of a satisfactory class. The same care, however, would need to be exercised as in the boarding-out of children and I am convinced from the neglected and filthy state in which the majority of the aged cases are found on admission, that even liberal outdoor relief would not secure to the large majority of this class the care and comfort which they secure by being given indoor relief.

The Causes of Pauperism.

10. The causes of the pauperism of the inmates of this institution I believe to be:—

(a) Sickness and mental inability to earn a livelihood.

(b) Age.

(c) Drink.

11. I give below a classified list of the population of this institution on Saturday, December 29th, 1906:—

164 Imbeciles.

235 Sick.

39 Children in health.

355 Aged.

45 Men under sixty years of age, but the majority of whom are between the ages of fifty-five and sixty, and very few could be termed able-bodied.

58 Women under sixty.

891

Mothers of Illegitimate Children.

12. During the past five years there have been 229 births in this institution and 177 or 77·2 per cent. of these have been illegitimate children the mothers of whom for the most part are mentally weak and in many cases approaching the imbecile. Most of them on taking their discharge go direct to their old surroundings and associations, and return after a time to the workhouse pregnant or as lock cases. This class of women I believe should be placed under detention till there is a fair chance of the woman leading a respectable life on discharge; but I am of opinion that workhouses would not be successful places of detention or training. I believe it to be special work which would not be carried out with success in the wards of a large workhouse, where the inmates are constantly changing, and where it would not be possible to exercise the necessary personal supervision and influence.

13. The following women are now in the house:—

One woman, aged twenty-nine, with four illegitimate children; now pregnant.

One woman, aged thirty, with one illegitimate child.

One woman, aged twenty-eight, with three illegitimate children.

One woman, aged twenty, with one illegitimate child; now pregnant.

One woman, aged twenty-five, with two illegitimate children.

One woman, aged thirty, with one illegitimate child.

One woman, aged thirty-one, with three illegitimate children.

One woman, aged thirty-nine, with three illegitimate children.

Epileptics.

14. I am strongly of opinion that epileptics should be removed from the workhouse to colonies where suitable occupation (on the land where the condition of the patient permits) could be found and association with the imbecile class avoided.

Women of Vicious Character.

15. In all large workhouses there will be found a number of women who have led vicious lives and whose influence is extremely bad. A class of woman most difficult to control, and who are constantly taking their discharge, to return after short periods of absence, dirty, neglected and more depraved than ever. They are an evil element which should be, if possible, removed, but one hardly dares think of an institution with a population composed entirely of this class.

Classification of Inmates.

16. Classification as it exists at Ecclesall is as follows:—

The sick in hospital.

The imbecile and epileptics in the asylum wards.

The aged and infirm in separate blocks.

The children in the receiving homes and nursery.

The aged who are healthy and younger men and women in the wards of the house.

17. It has not been the practice to classify the inmates in accordance with the lives they have led prior to becoming inmates; but rather to consider their present needs and temperaments, and to so classify as to secure, as far as possible, the largest amount of comfort to the greatest number. The class which stands in greatest need of separate accommodation are the epileptics, who at present are in the quarters provided for the imbecile.

APPENDIX No. CII.—*Continued.**Effect of Workhouse Life on the Inmates.*

18. So much depends upon the class of inmate and what may be called the general tone of the whole establishment, that it would be hard to express an opinion which would be applicable to workhouses as a whole.

19. From my observation in this institution, I have formed the opinion that the effect of workhouse life on young men is utterly bad. The able-bodied, if allowed, become content, I might say callous, and lose self-respect and all sense of independence. I am strongly of opinion that men under sixty, certified by a medical officer as able-bodied, should not under any circumstances be given admission to workhouses, but should be dealt with as a distinct class. In addition to the enervating influence

which workhouse life seems to exert on this class of man, there is always the need for able-bodied assistance in the manual work of an institution, and the danger is that these men may be given employment which does not induce them to seek work as wage earners and which requires steady application.

20. There is also the man who has some slight physical infirmity, who has perhaps, for many years, managed to make his living outside, but who, unfortunately, if once admitted, gradually becomes satisfied with the life, and in the end uses his slight infirmity to escape any real work, because the medical officer is unable or unwilling to certify him as fit. Life in the workhouse has caused him to lose what small amount of grit he had before being admitted.

APPENDIX No. CIII.

STATEMENT OF EVIDENCE BY MR. C. W. THOMPSON, RELIEVING OFFICER, HOLBECK UNION.

PROVINCIAL URBAN CENTRES—WEST YORKSHIRE.

1. This union is a residential district, chiefly of the artisan and labouring class. Some parts are occupied by very poor people owing to the low rents.

2. The industries in the district are, Monk Bridge Iron Works, iron foundries, engineering works, wholesale clothing factories, leather works, boot manufacturers, printing and bookbinding, coal mining and brickworks.

3. I am in favour of dealing liberally with the aged deserving poor whose condition has been brought about by no fault of their own. Providing they have a suitable home and are capable of taking care of themselves, or have some one to attend them in sickness or infirmity.

4. Also, I most strongly commend to your notice the care of young fatherless children whose mothers are leading a respectable life, as being worthy of a liberal allowance, as a child pinched of proper food often shows traces of it when grown up.

5. To those poor whose circumstances are due to their own indifference, careless, and extravagant mode of living, great care should be exercised before any out-relief be granted, whilst to those of vicious and intemperate habits out-relief should be refused and admission be given to the house.

6. In this district all sorts, good, bad, and indifferent apply for relief, whilst the chief causes of poverty are old age, sickness and infirmity, and loss of parent or parents, whilst gambling and intemperance is very active here.

7. The class of persons seeking election as guardians are various, chiefly tradesmen, managers, trades union and labour representatives.

8. All applicants for out relief must appear before the board or be represented if possible, and each case is considered and dealt with on its merits or otherwise.

9. At times we have several test men to deal with, but I find that if the task be strictly enforced, many of them will soon find other employment, whilst some who prefer a loose end should be given an order for admission to the house, and by so doing it produces a most deterring effect.

10. I am of opinion that the guardians should have power to detain in the workhouse destitute, sick, weak and feeble-minded persons who have no one responsible for their welfare, also that class of persons known as "ins and outs."

11. The greatest care should be exercised in granting medical out-relief, as I believe this to be one of the greatest temptations for creating pauperism.

12. It is also a serious drawback to the interests of friendly societies. It should be granted on loan, and, where possible, repayment should be enforced.

13. The Law of Settlement and Removal should be abolished or simplified, so that it can be more easily understood and worked. Disputes might be settled by the Local Government Board, whose decision should be final.

APPENDIX No. CIV.

STATEMENT OF EVIDENCE BY DR. ALAN C. TURNER, SECRETARY, BRITISH MEDICAL ASSOCIATION, SHEFFIELD, ETC.

PROVINCIAL URBAN CENTRES—WEST YORKSHIRE.

1. Sheffield is a badly paid medical town, owing greatly to two causes:—

(1) Medical men underselling each other.

(2) The men at the large works having to pay 1d. a week to either the hospital or infirmary, for which they say they have a right to go to one or the other.

2. It is a town where club practice seems to be a necessity, but as a rule club fees are so low that the medical men cannot do justice to the patients. The fees vary from 3s. to 4s. a member per annum. A large club at 4s. can pay, but at 3s. 6d. the doctor is underpaid. In Rotherham, the next town, which is part of the Sheffield Division of the British Medical Association, all club fees have been raised to 5s.

APPENDIX No. CIV.—*Continued*,

3. The working class in Sheffield is so cheaply attended that the doctors suffer by it. There are no wage limits to clubs—some of the clubs have juveniles, *i.e.* both sexes up to eighteen years old, at a rate varying from 2s. to 3s. per annum.

4. There is a society formed by some lay-people in Sheffield, who pay one or two medical men to attend all the members of it and do nothing else; the society, which was formed by canvassing among the various clubs, is barred by all the medical men in the town, and the medical officers of it are not met professionally.

5. My efforts to find out anything have been far from encouraging. I sent out 250 papers asking for particulars of clubs and friendly societies, and had only thirty answers.

6. I do not know if the Commission are going to enquire into midwifery and the working of the Midwives

Act; if so there is one point which is very hard on many of the doctors, and that is that they are very often called in to help a midwife and then nobody pays them, and they seem to have no means of getting paid.

7. There is one other thing, and that is about the public vaccinator; it is not easy for the poor class general practitioner to get any vaccination unless it is done poorly and cheaply. The present arrangement of the public vaccinator going to the houses hits the other men very hard, as it lets the public vaccinator in to every house, and when he is not a perfectly straight man it means he has an entry into every house in his district, and, I am told, tries to get the families as his patients. The result is the other men do all they can to keep him out—*e.g.* either does it for nothing, which is a dead loss to him, or does one or perhaps two marks for 6d. or 1s., although most get 2s. 6d. for it.

APPENDIX No. CV.

STATEMENT OF EVIDENCE BY COUNCILLOR C. H. WILSON, J.P., LEEDS.

PROVINCIAL URBAN CENTRES—WEST YORKSHIRE.

Administration.

1. I am in favour of one authority in one area, subject only to the authority of Parliament.

2. There is overlapping in the matter of relief of distress, and consequent waste.

3. In the interests of good and improved local government I would transfer the duties of overseers and boards of guardians to committees of the borough and county councils.

4. The work would be done more efficiently and largely by the same men.

5. There would be no difficulty, if necessary, in increasing the numbers of the said councils, to enable them to discharge additional duties.

Effect of Charity and Out-Relief on Recipients.

6. I believe the effect of charity and Poor Law out-relief on the recipients is in both cases exceedingly harmful, varying only in degree.

7. Many families, having tasted pauper bread, never leave off applying for it. This has been found to affect several generations in succession. It is destructive of the incentive to work.

8. In the same way recipients of charity seem to have their sense of independence and robustness of view deteriorated. Instead of looking to their own efforts to sustain them and theirs, they unfortunately acquire the habit of looking to and depending on others for their sustenance.

9. There is very little co-operation between charity and Poor Law at present.

10. It is, I believe, not possible to substitute charity for out-relief, as it would involve setting up a costly machinery for its distribution. Consolidating the charities under one authority for each district so as to equalise payments, and prevent overlapping would be an improvement.

Old Age Pensions and Friendly Societies.

11. I do not think it is possible to provide old age pensions by friendly societies. They do not cover the population. Their voluntary pension funds have not been largely used. They may, however, supplement what is done by the State. The extra payment necessary

to provide pensions by friendly societies is a great deterrent to members joining.

12. If old age pensions are to be provided it will have to be from a national fund operating through the borough and county councils. These bodies will be best for identification and distribution.

13. If pensions are provided there should be three grades:—

- (1) Thrifty people of good character who have brought up large families.
- (2) People who have worked and maintained their families and character, but not saved anything.
- (3) Those who have failed to satisfy 1 and 2.

Friendly Societies and Hospitals—Further Co-operation Possible.

14. Workmen mostly members of friendly, etc., societies in Leeds have subscribed to the principal hospitals.

15. The voluntary hospitals help now to deal with accidents and serious cases, getting men made well in the shortest possible time, and so saving the societies' sick funds.

16. Free medical State relief would free friendly societies from an average contribution of 4s. per member per annum, the amount paid to their various medical men now. This would mean a great strengthening of their degree of solvency, but it is doubtful whether this socialistic idea has any chance of being put into practice.

Friendly Societies Acts and Out-Relief.

17. Members of various societies are agitating for representation on the boards of guardians because of a suspicion that at times men who have tried to practice thrift in their societies are not allowed full scale of relief, the contention being that a man drawing sick pay for which he has subscribed from his hard earnings should not be penalised for his previous thrift, and so treated worse than a thriftless person.

Tramps or Vagrants.

18. The nation is looking to the Commission for relief from the tramp nuisance, caused by about 50,000 persons wandering about the country in England and Wales without visible means of subsistence.

19. I do not include the few honest workmen moving from place to place in search of work, but the habitual

APPENDIX No. CV.—*Continued.*

vagrant who spends his life in seeking work which he is determined never to find.

20. Of indescribably filthy habits, he does much to disseminate some of the most loathsome diseases. (Outbreaks of smallpox have many times been traced to vagrants.) He has been described as parasitical, entirely unproductive, and yet highly reproductive. Only by exceptionally drastic measures can this festering sore be removed from our midst.

21. I am in favour of compulsory detention for lengthening periods in labour colonies until there is either improvement or extinction by effluxion of time. I do not believe it is possible to reclaim vagrants. When under detention the single cell system should obtain.

Children of Vagrants.

22. The way in which juvenile casuals are utilised for begging and other purposes renders it, in my opinion, imperative that they should, after a given period, be detained pending inquiries, and eventually removed from the control of their parents if departure with adults would mean a continuation of vagabondage.

23. This separation of children from adults would seriously check that vilest class of vagrants, which practically lives on the misplaced sympathy of the charitably disposed, who cannot see behind the shivering child the debauched and rapacious parent.

24. If parents of juvenile casuals showed signs of improvement by settling down to honest work and furnished a suitable home, then, and then only, should there be any question of restoring their children to them.

25. The present system not only allows children to be improperly used as beggars, etc., but the perpetuation of the vagrant race is practically unchecked.

Poor Law Methods.

26. The following are some criticisms of Poor Law methods from the point of view of those engaged in charitable work :—

- (a) Test work. Not paid a living wage.
- (b) Disfranchisement for receipt of temporary relief considered a hardship by many.
- (c) Many able-bodied men forced into the work-house who should be free to look for work.
- (d) I am in favour of out-relief as helping to keep families together rather than to break them up.
- (e) A State system of old-age pensions better than either charity or out-relief.
- (f) After a soldier of the Army or industry has served with credit for his life, he has earned his recompense, and would get whatever pension was allowed as a matter of right.
- (g) Already several sections of the community are under the operation of the system.
- (h) Freely given Poor Law out-relief could never be superior to this.

Compounding.

27. A very necessary and politic matter, in my opinion, is the abolition of compounding in connection with the collection of rates. In other words, every man should pay his rates direct to the authority, and not in the shape of rent to the landlord. Why should a landlord be allowed as much as 25 per cent. for collection of rates and risk of empties? A greater check would be placed

on extravagance, and greater interest would be taken by ratepayers in the affairs of their authority. The present system operates in the wrong direction.

Common Good.

28. I am in favour of setting up a "Common Good," as it is termed in Glasgow and other Scottish cities, with possible improvements.

29. This fund should be under the control of the city council, who should be authorised to hold property for the welfare of the inhabitants, and generally to be authorised to receive gifts and legacies from well-disposed citizens, and possibly later to control such charities as might be assigned to it by and under the direction of the Charity Commissioners.

30. From other particulars I am furnishing it will be seen that whilst large sums are raised and disbursed in Leeds yearly for charitable purposes, the channels worked in are narrow, spasmodic, and to some extent inefficient. There is a necessity for local co-operation in charitable work which is at present non-existent.

Unemployed Bureau.

31. As Chairman of the Parliamentary Committee of the City of Leeds for nine years, I had considerable experience of "unemployed."

32. A bureau was opened, temporarily at the start, but which has since been made permanent, for the registration of the persons residing within the city, and who for various causes found themselves without employment.

33. Registration was made in each case of the man's

- Name.
- Age.
- Trade or Occupation.
- Address.
- Ward.
- Name of last employer.
- Whether married or single.
- Number of children or other dependents.

34. A system of communicating with each man's last employer was carefully carried out, and by this means it was ascertained that there was each year placed on the register names of about 1,500 who were undesirables, and for which work was, generally speaking, never found. (They appeared to be very little better than the vagrants already referred to, and will also require drastic treatment.)

35. After experience it was found advisable to put men on various public relief works for three days a week each, of nine hours at 5d. per hour, thus making it possible for a man to earn 11s. 3d. each week he was retained on relief works.

36. Married men with families were given the preference. Next in order were married men without families, and, lastly, single men.

37. None were found work who had not lived in the city for a period of several months.

38. This system has been regularly acted upon for several years past, and (as a palliative only) appears to work fairly well.

39. The boards of guardians are no longer covering the field for relieving distress; see my remarks in paragraph 2.

APPENDIX No. CVI.

STATEMENT OF EVIDENCE BY DAVID WILSON, M.D., DISTRICT MEDICAL OFFICER AND MEDICAL OFFICER OF THE WORKHOUSE, HUDDERSFIELD UNION.

PROVINCIAL URBAN CENTRES—WEST YORKSHIRE.

1. I have been for twenty-six years medical officer of the workhouse and one district in this union.

2. The sanitary authority only attend cases of infectious disease which have been removed to the sanatorium under the Corporation, and this indifferently, whether the patient is rich or poor, no charge being made.

3. Attendance on sick paupers is on the lines laid down in the consolidated orders of the Local Government Board.

4. Voluntary efforts are restricted to the General Infirmary, where cases are admitted under a subscriber's order, which is supposed to be a guarantee that the patient is not sufficiently well off to pay for treatment at home or that in some cases the treatment could only be carried out in an Infirmary. This public infirmary is supported by voluntary contributions. The guardians of this union give £100 from the Poor Law funds that cases of paupers who require serious operations may be treated there. There are no public dispensaries or medical clubs in this town.

5. There can be no overlapping in the above agencies, and the co-operation between the Board of Guardians

and the public infirmary appears to me to be very much one-sided, as I consider that the guardians have very much the better of the bargain at the expense of the general subscriber, as the number of paupers who are treated at the infirmary is very large. I have no statistics, however.

6. The difficulty of handing over to one authority the treatment (medical) of the poor as far as I can see is very great, in this district, as I believe there would be a refusal, say, on the part of the Town Council to have this added to their other business. They would probably inform you that they considered an "ad hoc" authority, such as the Board of Guardians as at present existing, to be the better way. This of course is only a personal opinion.

7. I personally would like to see only one authority for all administrative purposes, as we get a better and more intelligent class of members on the town council than we do on the Board of Guardians.

8. I think in this union the medical attendance on the poor is very satisfactory.

APPENDIX No. CVII.

STATEMENT OF EVIDENCE BY MR. T. B. WREN, OF THE CHURCH ARMY, LEEDS.

PROVINCIAL URBAN CENTRES—WEST YORKSHIRE.

Charities and Voluntary Efforts.

1. In describing the operations and effects of the charities of this neighbourhood my remarks are confined to those relating to men which have come under my own observation, viz., Homes for Men and Night Shelters; the former represented by the Church Army, who only admit men for not less than three months unless employment is secured earlier; endeavouring by this condition to put a check on vagrancy.

2. The three months period enables a man who is physically debilitated through privation to become employable again, and by a system of piecework is enabled to earn sufficient to be re-clothed, which is essential before seeking employment, and to pay his fare to a place where work is likely to be obtained, leaving a balance sufficient to support himself during his first week's work.

3. The moral effect of regular habits during the period mentioned is most marked.

4. Unfortunately a number of men seek re-admittance who can only obtain employment during certain seasons of the year.

5. We also have the undesirable, who for no apparent reason abscond from one Home to enter another or similar institution.

6. To remedy this I would suggest this class of man should be sent to a Labour Colony for a period of not less than three years by an order from a magistrate.

7. Seventy-five per cent. of the men are unskilled.

8. Whilst not wishing to depreciate the work of others I have repeatedly found men who have been demoralised by night shelters, which encourage them in idleness and vagrancy.

9. The respective effects on the recipients of charity depend entirely on the class of persons relieved, and in a lesser degree on the spirit in which the relief is distributed.

10. In the case of a deserving but unfortunate person who is temporarily embarrassed it is calculated to arrest

hopelessness which so often overtakes them; judiciously given relief, with sympathy, arouses a new activity, the moral effect being incalculable; whilst preserving a person's dignity causing him to make efforts to retain his home.

11. In the case of permanent distress arising from ill-health or old age, the efforts of charitable societies are not justified; such persons should be chargeable to the State.

12. The out-relief of the Poor Law not only often saves a person's home but preserves them from the demoralizing effect of the workhouse.

Casual Wards.

13. Facilitates vagrancy and its attendant evils, demoralizes the genuine seeker of work; the latter being brought into contact with the worthless, and is detained too long, which mitigates his chance of obtaining work.

Workhouse.

14. No classification of inmates, the worn-out toiler is separated from his wife, and associates with the *habitué* of penal establishments. No provision is made to assist the inmates to be self-supporting, and his position is considerably worse by being out of touch with the outside world, and by its methods persons become unemployable.

15. The Poor Law and charities might co-operate by the former transferring its able-bodied inmates to the latter, where they would be self-supporting and also be in touch with the labour market; the persons sent could then be prosecuted should they return to the workhouse for failing to maintain themselves.

16. The rates would also be considerably relieved by this method.

17. I would suggest that outdoor relief be distributed through charitable societies whose agent, by periodical visits to the recipients' homes, would be able to advise them advantageously; the stigma of the Poor Law being removed.

APPENDIX No. CVIII.

STATEMENT OF EVIDENCE BY MR. BERNARD JOSEPH YOUNG, A JUSTICE OF THE PEACE AND A MEMBER OF THE SHEFFIELD BOARD OF GUARDIANS SINCE 1882.

PROVINCIAL URBAN CENTRES—WEST YORKSHIRE.

1. The Sheffield Union embraces a little more than half the City of Sheffield, being that portion which consists principally of works, working men's dwellings and slums; and the single outlying agricultural parish of Handsworth which contains 3,600 acres, in parts of which is a considerable coal mining population.

2. The statistics of the union illustrates in a striking manner what may result from lack of inquiry and supervision and laxity in granting outdoor relief.

3. During the eight years ending March, 1880-1887, the average expenditure in the union was: indoor, £14,170; outdoor, £23,420. In the years ending March, 1888-1890 the staff in the relieving office was augmented and reorganised, with the result that by the year ending March, 1892, and without any other assignable cause, the figures were altered to: indoor, £14,800; outdoor £10,600, a reduction of nearly 55 per cent. without appreciably affecting the indoor relief.

4. The expenditure on out-relief for the ten following years to 1902 (some of them years of depression and trade disputes) shows an average of only £12,443; since which date to March, 1906, it has gradually grown to £16,626.

This is equal to an increase of 33 per cent., which can be largely attributed to the neglect of the workhouse test; but the more general application of the higher scale of relief in deserving cases adopted in this union since 1895 will account for it to some extent.

5. Out-relief may be given with advantage in cases where it can be shown that the recipients do *not* belong to the habitual pauper class, and then it should be given to a sufficient extent and the cases strictly supervised.

6. In other cases there can be no question but that the granting of outdoor relief is a prolific cause of increased pauperism.

7. The opinion often expressed that it is more economical to give to an applicant less in out-relief than the cost of in-maintenance is entirely erroneous, since this is more than over-balanced by the increased numbers demanding it.

8. I have never been able to discover that out-relief, however lavishly given, decreased the numbers entering the workhouse, but am of opinion that by thus educating people to rely upon the rates the indoor relief list is in the long run also increased.

9. A large percentage of pauperism is undoubtedly hereditary.

10. The greatest instigation to guardians to grant out-relief is, in my opinion, not the best interests of the persons for whom it is given, but consideration for the wishes and importunities of those whom the relief is not intended to benefit.

11. Where out-relief is given for the decrepit, the sick, and for children that are growing up, the circumstances under which they live, or the way in which they are being brought up, is frequently such that indoor relief would be much more to their comfort and advantage.

12. The opinions and actions of different guardians on the subject of out-relief are so divergent that under existing systems uniformity of treatment cannot be looked for.

13. The following are abundant sources of pauperism:—Sickness of or accident to the bread-winner.

Hereditary reliance upon the rates for assistance.

The conversion of private firms, having a personal interest in their employees, into Limited Liability Companies.

Agricultural depression.

The squeezing out of employment of the less efficient hands by reason of the requirements of workmen's unions as to a standard rate of wages.

Employers Liability Acts.

Youthful and improvident marriages.

14. The law under which the 4s. grant made to guardians towards the maintenance of lunatics is only payable in respect of those cases sent to county asylums should be amended so as to make the payment applicable to all certified lunatics. At present unions that make provision for the retention in their workhouses of harmless and incurable cases are doubly penalised (1) directly by the loss of this 4s. grant and (2) indirectly by their contributions through the county rate towards the cost of maintaining in the county asylum similar cases from other unions where practically no provision is made for the retention of imbeciles of any kind.

15. Magistrates should be empowered on an information, laid by the guardians, sanitary inspectors, or medical officers of health, that a person or child is incapable of taking care of itself and is being neglected by others, physically or morally, to make an order for its removal to and detention in a union hospital, children's home or workhouse, which order magistrates should also have power to vary on a representation that the circumstances were altered.

16. The restrictions on the liberty of indoor paupers should be very much relaxed to those who are not able-bodied and who conduct themselves properly.

17. A stipendiary guardian to deal with all applications for out-relief would tend to insure uniformity of treatment and the application of approved principles.

18. It frequently occurs that a scamp succeeds in getting into the position of having his wife and children in the workhouse and himself a free man outside, since he cannot in practice be prosecuted for allowing them to "become chargeable" if the chargeability technically existed before the neglect; or for "neglect" unless proof be forthcoming that he has means of supporting them.

The law should be amended so that his failure to enter and remain in the workhouse during the period of their chargeability, to there work for their maintenance, failing other means of supporting them, should be made a punishable offence.

19. When guardians have given relief in a case for whose maintenance there is some person wholly or partially responsible and the guardians obtain a magistrate's order upon such person to repay to them the whole or a portion of the cost, such person should, on allowing such repayments to fall into arrears, be liable to arrest upon warrant and to be dealt with as in the case of a maintenance order in an affiliation case.

POOR LAW INFIRMARY MANAGEMENT.

20. I have devoted a great deal of time and thought to this subject for twenty years.

21. I draw a distinction between the sick poor and the infirm poor; hence, to avoid misapprehension, I prefer the term "hospital" as the location of the sick.

22. The infirm poor, *e.g.*, the senile and helpless—not the infirm, usually requiring medical attention or skilled nursing should not be made hospital cases. They can well be retained in a ward of the workhouse.

23. There is always a large and increasing number of sick poor requiring hospital treatment, who fail to obtain admission orders to the voluntary hospitals or whose cases are too protracted to permit of their remaining in such institutions, who otherwise are often not of the pauper class.

24. To restore a bread-winner or a wife or young person to health and work is the most effective and economical method of relief.

25. The sick poor should have entirely distinct treatment from other paupers and be under different officers.

APPENDIX No. CVIII.—*Continued*

- Hospital separate from workhouse. 26. Wherever possible there should be a Poor Law hospital which should be a separate establishment from the workhouse and should not be so contiguous as to have any direct communication therewith.
- Nurses. 27. All inmates of the hospital should be in the direct care of qualified and certificated sisters who shall have had not less than three years hospital training, and the number of each sister's patients should be so limited as to be strictly under her personal supervision.
- Night nurses. 28. There should be an efficient staff of nurses for night duty.
- Probationer nurses. 29. Probationer nurses may well be trained as assistants to and immediately under the supervision of a qualified sister; but care should be taken to select probationers of high moral character, strict integrity and as far as possible, from the more educated class, who are willing to come for little or no salary for the first year, and whose bearing will command the respect of patients of even the lowest character.
- They should be required to serve for a period of *three years'* training in the hospital wards and successfully pass examination by an independent medical expert before obtaining a certificate of efficiency.
- When a training in midwifery is also sought the probationer should be required to serve for a fourth year, during which this course should be taken.
- Nurses not subordinate officers. 30. Trained nurses should not be permitted to be treated as belonging to the same category as subordinate workhouse officers and subject to rules in common with them, as though they were servants.
- Value of Poor Law hospital training should be upheld. 31. More care should be taken to uphold the *status* and reputation resulting to a nurse from a training and qualifying certificate obtained as above in a Poor Law hospital, where there is a qualified matron and a resident medical officer so as to make such hospital available for the best class of probationers.
- Certificates should not be given excepting for efficient training. 32. The granting of certificates of training by union authorities to probationers who have served perhaps singly and for *only two years* under a "superintendent nurse" (possibly herself but indifferently trained) in a small workhouse, is derogatory of the best interests of the nursing profession and casts a detrimental stigma upon all nurses trained under the Poor Law, however efficient it may have been, tending thereby to deter the best class of probationers from entering at union hospitals.
- Other certificates should be qualified ones. 33. If nurses of this inefficiently trained character are necessary in order to staff small workhouse infirmaries, any certificate given to them should be distinctive from such a one as is given for general hospital training.
- There should only be one standard for training midwives. 34. For the same reason the suggestion that women trained under the Poor Law should be permitted to present themselves for examination for a *Midwife's Certificate* with a different (probably lower) standard of training than that proscribed by the Central Midwives' Board, would be seriously harmful to nurses trained in a properly constituted union hospital fulfilling the requirements of that board.
35. Good training makes much more for efficiency in a nurse than marks at an examination.
36. Pauper helps—excepting in so far as the patients can themselves assist—should not be employed in the hospital wards or in connection with the patients' food.
- Men and women sent from the able-bodied wards (so-called) of the workhouse to work in hospital wards are subversive of all comfort and discipline therein and the well-being of the patients. In exact proportion to their able-bodiedness they are found to be idle, ignorant, depraved, dirty and unscrupulous, noisy and gossiping.
- There is in practice no economy in so employing such persons since they require extra officers to superintend them, whilst by pilfering the patients' food and idle conduct they make comfortable berths for themselves which they are loath to retire from, and so unduly prolong their chargeability to the union.
37. A much better and truly economical method—since a *saving* in the *outdoor relief* list can thereby be directly effected—is to employ as charwomen, to do the necessary scrubbing in the hospitals during the forepart of the day, respectable widows who have families and who find it impossible to otherwise obtain sufficient employment to maintain them, and thus prevent the children becoming a charge upon the rates and familiarised with pauperism. Women of this class, selected for their good character, know that this employment depends upon their maintaining it and can generally be trusted to behave themselves.

Training the best test
Workhouse inmate labour for hospitals condemned.

Outdoor relief saved by employing respectable widows as hospital scrubbers.

ADMINISTRATION OF INFIRMARY.

38. The medical officer should control the admissions and discharges, the allocation of the patients, their medical treatment, and order their diets. He should be responsible for everything appertaining to the hygiene of the hospital and have authority to requisition what is needful in respect thereto; but he should be relieved of all responsibility for and not be expected to interfere in the domestic government and administration of the establishment or control of its officers excepting in the event of the well-being of a patient being directly involved. It should be part of his duty to give lectures to probationer nurses in all branches of their profession, including midwifery; and to set them test papers from time to time.

39. The matron, who should in all cases be herself a trained nurse, capable of instructing probationers in their duties, should be entrusted with the control and management of the nurses' home and of the nurses and probationers, with authority to select and discharge them, as also the hospital servants; and she should be responsible for seeing that the medical officer's requirements in regard to the patients are duly carried out.

The matron should also have the superintendence of the domestic administration of the hospital with the assistance of a steward in regard to the management of male officers, the admissions, discharges, funerals, supplies to stores, etc., and such other subordinate officers as may be necessary to keep the books and carry on the work of the institution.

APPENDIX No. CIX.

STATEMENT OF EVIDENCE BY MR. JOHN J. AFFLECK, MEMBER OF BOARD OF GUARDIANS, AND OF DISTRESS COMMITTEE, ETC., BIRMINGHAM.

PROVINCIAL URBAN CENTRES—MIDLANDS.

1. I have been a member of the Birmingham Board of Guardians for about twelve years. I have been twice chairman of the Workhouse Management Committee and served on most of the other committees, including the Distress Committee appointed last year.

2. I may say that Birmingham is not a union; it is a single parish with a special Act. The city of Birmingham is in two other unions—Aston and King's Norton. The parish of Birmingham is in the centre of the city and contains a good many slums and cheap lodging-houses from which we get a good many paupers.

3. Although the population of the parish is declining, yet the population of the workhouse is increasing. There are several reasons for this. In the first place our infirmary is very popular; people travel long distances to get into it. Another thing, our board are trying an experiment; they are trying to keep children out of the workhouse altogether. This is an impossibility on the face of it, for their mothers take them there before they are born. We have two houses, one for boys, the other for girls; these children go to the schools in the neighbourhood. They are better dressed and cared for than an ordinary working man can afford. This, in my opinion, is advertising and encouraging pauperism.

4. Other causes of pauperism are improvidence, intemperance, a growing desire for amusements, such as football matches, theatres, concert halls, etc. The Em-

ployers Liability Act, trades unionism, and a clause inserted in nearly all contracts now that the contractor must pay the trade union rate of wages. This prevents people getting employment if they get out after a certain age; consequently we have a good many what I may call "young old" men. I have nothing to say against trade unionism or the Employers Liability Act. They are both good, but they are slowly but surely helping to fill workhouses.

5. With regard to the merits of indoor and outdoor relief, it depends entirely upon the class of person applying. The most of our outdoor cases are old people or widows with young families. We should not think of sending old people into the House if they have friends or relations to stay with, nor should we think of breaking up the home of a widow. These cases we should relieve outside, but we should not give outdoor relief to go into a lodging-house, nor if they spent what they got in an improper manner.

6. The only alteration in the law that I can suggest at present would be an alteration in the dietary of the able-bodied. It is far too good, and we shall never get rid of them while they are fed so well. That is my experience. I was in London last week on guardian's business. I visited eight workhouses and took the opportunity to get the opinion of the masters about the able-bodied dietary, and found they were all of the same opinion.

APPENDIX No. CX.

STATEMENT OF EVIDENCE BY MR. THOMAS ALLESTREE AFFORD, RELIEVING OFFICER, NORTHAMPTON.

PROVINCIAL URBAN CENTRES—MIDLANDS.

1. I was appointed relieving officer of the Saint Sepulchre district of the Northampton Union in December, 1896. In 1903 the guardians, in consequence of the enormous amount of distress, decided to establish "unemployed" works and until the discontinuance in June, 1906, I acted as "Pay Clerk" for the whole union in conjunction with my ordinary duties. I was brought in immediate contact with the circumstances and conditions of the men and their families.

Social Conditions.

2. Northampton is principally engaged in the boot and shoe trade.

The manufacturers are (scarcely without an exception) men who have risen to their present position in consequence of their own energy, perseverance, ability, and self-denial.

There are a few retired commercial men. The town is well supplied with doctors who invariably have their own private dispensaries, beside which there is the Victoria Dispensary and Medical Institute, attended by the leading gentlemen of the medical profession. The "heads of families," by subscribing sums varying from

2d. to 6d. per week, can secure in event of sickness medical attention for themselves or any of their children under the age of fourteen years.

The public institutions comprise the General Hospital, Weston Home, and Infectious Hospitals.

In a population of about 95,000 there are about the average number of other professional gentlemen.

The shoe operative exceeds numerically any other portion of the inhabitants. The better class are thrifty and industrious, but there is a large proportion who are careless, neglecting homes and families and addicted to pleasure-seeking.

The houses generally are well and substantially built with good sanitary arrangements. With exception of a few instances the streets are "through."

Courts would compare favourably with any other town of similar size.

Industrial Conditions.

3. The industrial conditions in the boot and shoe trade have materially altered since the introduction of machinery. It is computed that although the trade has manufactured more goods, fewer workmen have been

APPENDIX No. CX.—*Continued*

employed. By experience the manufacturer has discovered that a man by devoting all his ability and energy to one particular branch becomes more efficient, and produces work nearer perfection, consequently older men's services have been dispensed with. Most factories have introduced the "team system" by means of which certain number of men combine to produce the particular part of shoe desired, and rate of work is regulated by slowest operative. It will be seen that the inferior workman is soon displaced.

Unemployed.

4. Machinery introduced into the manufacture of boots and shoes seriously affected the employment of labour. Numbers of operatives, especially "finishers," were discharged. A large amount of distress was apparent. Socialists organised demonstrations, and ultimately the guardians decided to open "Relief Works." Destitute men were set to work stone-breaking. System of pay varied. Eventually (as a deterrent) the "Unemployed" were confined to stone-yard the whole week excepting Monday (which day they were to devote to the purpose of seeking other employment) and paid according to number dependent. The maximum employed in one week was 299. "Heads of family" and minimum about twenty, when the board decided to close yard.

Merits of Indoor and Outdoor Relief.

5. It is questionable if the workhouse as now generally constituted is a fair test of destitution. An applicant qualifying for admission, his age, character, and past history should be determined for guidance of "master" *re* classification. The best inmates should have as far as possible any advantages the House affords; pleasant rooms, access to grounds. The worst characters should not be admitted to concerts or permitted to attend annual treats. Only destitute old people whose home condition and past character are good should be eligible for outdoor relief (the respectable poor). The applicant, whose past conduct has been indifferent should be offered the workhouse, but not receive more comforts than experienced in own homes; if so, what inducement for thrift? Inadvisable with either parent suffering from hereditary disease (physical or mental). Frequently parents with phthisis have children whilst on relief, and father or mother discharged from asylum, cohabit, produce offspring, and return to asylum. Deserted cases should not be left optional with board, often collusion. In temporary illness of husband removed to workhouse infirmary, and wife and family assisted outdoor. Every case has peculiar features of its own. There are some cases that could not be met adequately outside of workhouse.

Classes applying for Relief.

6. The applicants for relief comprise persons of nearly all classes. Instances of people whose parents were leading manufacturers and trade in Northampton have through altered circumstances been compelled to seek assistance from the Poor Law authorities (exceptional cases). Inquiries prove beyond dispute existing conditions through careless indulgence. The ordinary applicants come from the lower working classes, rarely from skilled labourers. Referring to the shoe operative, proportionately much greater numbers come from the "Riveters" and "Finishers" whose standard of home life and self-respect are probably lower than any other branch of the shoe trade. General appearance to and from work compares unfavourably with the smarter dressed "clicker." Their predominance characterizes the houses and districts frequented. The better class shoe operative is prudent, careful, and thrifty, but without doubt the majority lack forethought, self-denial, entertain the opinion no stigma attached to pauperism, foregoing no pleasures, disregarding provision against inability to work through sickness or other causes. Inheriting pauperism through several generations.

The Causes of Pauperism.

7. The causes of pauperism are chiefly :—

- (a) Introduction of machinery. "Altered method of production."
- (b) Drunkenness.
- (c) Improvidence, gambling, social clubs, sport.

(d) Early and indiscreet marriages. "Physically, mentally, and financially unfit." "Domestic arrangements."

(e) Lack of filial respect, and support.

8. It appears obvious when early marriages are contracted and children born, the parents' limited wage, every year increased responsibilities, handicapped throughout life, no separation of sex, even at later period; loss of refinement and modesty. (1) Cases have been brought under observation of wives under 20 years (twenty) with husbands of similar age, parents of two children. (2) Father dropsical, wife's father died of consumption; six children under thirteen, one idiot in asylum, another physically deformed. (3) Father blind, weak mind, one boy nine years; idiot; babe, six months, born since receiving relief. (4) Father died in asylum, son married, receiving outdoor relief; sister single, two children. (5) Man, "paralysis," three children born during time of having relief.

9. The adults in a family do not entertain sufficient respect for parents: in majority of instances absolutely refuse to render any monetary assistance. Callous indifference. No degradation in association with Poor Law Relief.

10. The Board of Guardians (Northampton) as at present constituted includes five licensed victuallers. There are six town councillors. Since the altered method of election the social standing of candidates seeking election has much deteriorated. The best men will not permit themselves to be nominated; would be unsuccessful unless running on popular lines. Insufficient interest taken by inhabitants in election. Votes obtained from many people on verge of pauperism.

Administration of Relief.

11. Not sufficient discrimination is made in the characters of applicants. Extenuating circumstances are found for insobriety, carelessness. Persons seeking relief approach guardians, who frequently champion the case, possibly with an "eye on town council ballot box." Liberal relief is given. Destitution rarely tested by offering workhouse.

12. The Poor Law as administered in Northampton is not calculated to place a premium upon thrift. Heads of families who have made no provision against illness, indulged in every pleasure, on falling sick and seeking relief are frequently granted 10s., sometimes 12s. per week. The prudent, thoughtful man (benefit society) who probably at times seriously inconvenienced to pay club for an amount, in event of illness, not exceeding that allowed by board, has also to contribute his portion of the rates for the maintenance of that section of the community who are idle and improvident. Relief should not approach club allowance. Deserted and phthisical cases should not be allowed outdoor relief. The drunkard and convicted thief compelled to enter "house." Temporary illness of husband, man offered "house"; wife and family if necessary relieved outside.

13. Although politics do not enter so much in dealing with applicants for relief, they exist to a large extent in appointment of officers, and doubtless to some extent in contracts, selection of tradesmen for supplying house. The strongest political party returned, elect chairman from own body (elections are contested on party lines). The board is popularly elected and, individual town guardians endeavour to retain the popular public opinion of their particular ward. The small tradesmen complain, but the people generally are satisfied. A member recently retired admitted financial losses in consequence of not being considered sufficiently generous in obtaining relief for persons in the locality he principally dealt. A present member stated he was obliged to vote for relief for certain people or close his house.

14. Problems should be approached from non-party standpoint.

15. Administrators of the Poor Law should be independent of public opinion = commissioners.

APPENDIX No. CXI.

STATEMENT OF EVIDENCE BY REV. T. J. BASS, VICAR OF ST. LAURENCE, BIRMINGHAM.

PROVINCIAL URBAN CENTRES—MIDLANDS.

1. Any qualifications which I may have for giving you information arise out of my experience. I was a curate for four years in Scotland Road, Liverpool, one of the poorest and worst parts of that city. I was employed under the Archbishop of Canterbury and established missions in thirteen police courts in Kent and Surrey. I put men into the courts whose duty it was to assist the magistrates, in cases arising out of poverty and other causes. I was, for four years, a Secretary for the Church Pastoral Aid Society, which gave large grants to maintain clerical, lay, and women workers in the poorest parishes in England. I was supposed to know the condition of the parishes in which these agents worked. I have been for ten years the Vicar of St. Laurence parish, Birmingham, stated to be one of the poorest in England, where sweating and unskilled labour predominate. I am on the local Committee of the National Society for the Prevention of Cruelty to Children and other public bodies which have to deal with the poor. I have written on the subject of housing and the condition of the poor, and have travelled in the interest of these subjects in France, Belgium and Germany. I am the present Vicar of St. Laurence.

2. I have formed several well-defined opinions arising out of my experience as a worker for twenty years.

3. The qualification for persons who desire to serve on Boards of Guardians is too low; the result is that men who lack the capacity, are elected on such boards and a better class of man as a result will not serve. Men with the smallest amount of education possible and little or no business ability or experience, are elected, and have to deal with very large sums of money in the public interest, amounts often running into many thousands of pounds. No business firm could possibly succeed in this way. Great financial questions which affect the whole community are settled by some who have a very limited capacity. These remarks do not apply to all members of Boards of Guardians, but to many within my own knowledge.

4. The amount of labour involved in doing duty on a Board of Guardians is considerable. The workhouses are often in remote places, and there seems to be no corresponding advantage to a man serving as a member. I note that in Germany civil advantages are given, and I would recommend the idea which might be worked out somewhat after this fashion:—Freedom from jury duty, freedom from a percentage of rates, or some other simple method, and the names of Guardians who serve for five or seven years placed upon a Civic Roll of Honour.

5. Under the present system of the Poor Law, Boards of Guardians are constituted as judge and jury, and also either plaintiff or defendant in cases of irregularity at Workhouses. This method has grave objections, which I will illustrate by a case in point. Three or four years ago I made complaint to the Local Government Board that the master of the Aston Union refused to admit, I think, five children who were suffering from cruelty. They were accompanied by a police officer and an inspector from the National Society for the Prevention of Cruelty to Children. The ground of refusal was that the police officer did not bring an *order* from the Relieving Officer. The master was shown a copy of the Prevention of Cruelty to Children Act, which specifies a workhouse as a place of safety for such children, and at eight o'clock on a winter's night the National Society was put to the expense of driving the children and the officers over four miles to the house of the Relieving Officer to get an order which was quite unnecessary. The Local Government Board referred the case to the Guardians, together with the copy of my statement. I presented myself at the workhouse at the inquiry with another gentleman. Practically I was plaintiff in the case; neither myself nor solicitor were allowed to produce evidence, or ask certain questions relative to the case. The Guardians asked such questions as they thought proper, and came to a conclusion.

6. I hold it to be entirely in the interests of the public that when a charge is brought against any workhouse official the plaintiff ought to be able to be present and state his case, either personally or through a solicitor, that he should be there as a matter of right, and that every scrap of evidence that could be produced should be given, and also that the Local Government Board ought not to accept the evidence given and the conclusions arrived at in any case until the plaintiff and defendant shall have every opportunity given, either of confirming their case or clearing themselves.

7. I further suggest to you that the chairman of any Board of Inquiry should have associated with him always a legal gentleman, fully qualified, and capable of stating and giving advice as to matters of law and evidence. If this was done, some real value might be attached to the conclusions of Boards of Guardians, but at the present time there is little public confidence, and especially amongst the poor, in the conclusions arrived at. No other body that I know of, who is responsible to the Government, is allowed to conduct their inquiries in such a loose manner. A decision ought to be a judicial decision.

8. Again, from what I have seen I believe it to be against the interests of justice for inquiries to be conducted in workhouses; every pauper within the House should feel his absolute freedom to speak, apart from the presence or otherwise of his master or overseer, and the public ought to have the right of being present, that they may know what is done and, more particularly, how it is done. Ratepayers as a body are heavily taxed, and no Court of Inquiry ought to be to them as a Star Chamber.

9. *Workhouse Infirmaries.*—It is a fact that the poor are willing to go into the General Hospitals, but they have a shrinking from going into the workhouse infirmary; there must be reasons for this? It is not my place now to recall matters which have happened, but it would greatly tend to a better management of these places if it was laid down as a rule that a medical man should be appointed to serve on the Infirmary Committee and to give the benefit of his experience. If such a man could not be found who would act in a voluntary manner, then he should receive some remuneration.

10. The Local Government Board should insist on a sufficient number of qualified nurses being appointed according to the number of the patients. Some time ago, at the Aston workhouse, there was one probationer night nurse to every fifty patients, and there were fourteen night cases where repeated dressings were needed during the night. It was stated before the Board that the doctors were obliged to give opiates, to prevent what were termed accidents. I have not got the evidence before me now, but I believe there is still room for great improvement there.

11. The lamentable stories I have heard from some of these places make it, to me, a matter of little wonder that the poor dread the infirmary.

12. Again, it is a fact unworthy of our civilisation and our education that consumptive cases are allowed to mix with the able-bodied, or persons suffering from ailments, or, in other words, that a body of guardians whose view of life is often very limited should be in a position to order things to be done which are altogether contrary to medical and sanitary science. The supervision of the Local Government Board at the present time is much too limited, and more medical inspectors are needed who should pay surprise visits to the infirmaries.

13. I have frequently found that where surprise visits are paid to workhouses, the officials get wind of the fact beforehand and the whole effect of the visit is frustrated. No one but the inspector should know about a contemplated visit. He should be compelled under penalty not to divulge his movements directly or indirectly.

APPENDIX No. CXI.—*Continued.*

14. The duty of guardians should be to look after the poor and the poor only. The present system, whereby the office of Registrar of Births, Deaths and Marriages is left in the hands of Boards of Guardians, is most objectionable. Cases have been known where the office has been filled by the Guardians putting in workhouse officials; it is sometimes an easy way of shelving a man. There are other ways of securing much better appointments. It is very questionable whether, under the present system of appointment, the best men are got for the work.

15. As to the workhouse proper, there is a dread of it in the minds of the poor. Men who have lived honest and respectable lives, and in their declining years are obliged to seek the workhouse, shudder at the thought of being obliged to associate with those who have lived dissolute and disreputable lives. In all justice they ought not to be equally treated and compelled to consort together, yet the present system metes out the same conditions to each equally. The result is that the workhouse has had a stigma attached to it which is deplorable.

16. The first year I was vicar of this parish I saw fourteen deaths from common starvation. I do not say that they were registered as such, but they certainly died from cold, hunger and exposure—that was the primary cause. The people would not go into the workhouse. Had they been offered almshouses they would have gone in, because there is not the stigma attached to the almshouse there is to the workhouse.

17. I suggest that workhouses be divided into two sorts, as in Germany; one for those of good character, called by some other name than a workhouse; the other a house where the wastrel, the criminal and the vicious shall be associated with people of their own class, put on a different diet and given different work to do. If shame is to be associated in the public mind with rate-built institutions, let it be with these. It is a sad truth that in England "Virtue has not its own reward" in the matter of Poor Law. "Nor does Justice give to everyone his own."

18. As to outdoor relief, some boards of guardians make it a rule not to help with outdoor relief wives and families where the husband is in gaol. I have known cases where the wife and family have striven to maintain the home, and in the end have been obliged to go into the workhouse. When the man came out of gaol his home

was gone and his chance of reformation very much lessened. I have known cases where, under such circumstances, men have, in desperation, again committed crime. Further comment on this is needless. I believe the home life of England to be invaluable. When a man loses his home he loses everything.

19. There is a tendency, where possible, to refuse outdoor relief to widows and children. This I have seen to work out badly. Where a woman keeps herself respectable and tries to maintain her children and to bring up a healthy progeny, the State ought to assist her with outdoor relief. When the State refuses this, the women and children are compelled often to do sweating work at a sweating wage to maintain life. The Guardians all unconsciously work into the hands of sweating employers to the detriment of a living wage. The result is sickness, physical degeneration, and sometimes crime. I have known women of this sort, pure and honourable, who in order to provide for their children have either become immoral or allowed their homes to become bawdy houses. Moreover, it is well known that it costs more to maintain a widow and her family in the workhouse than to keep them going by outdoor relief.

20. I do not think it will ever be possible to entirely substitute charity for outdoor relief.

21. *Overseers of the Poor.*—The magistrates now appoint these yearly, March 25th, on the nomination of the vestry of the parish. The result often is the same men are appointed, sometimes for fifteen years consecutively and they come to regard it as a life office. In my opinion no overseer ought to be allowed to serve more than a year, and then two years ought to elapse before he could be again nominated; this would give fresh life and vigor to the overseership. Moreover, the clerk to the magistrates should be authorised to advertise the vacant overseers positions, receive nominations from not less than five ratepayers, present these nominations to the magistrates and let the magistrates appoint from the nomination lists. The advertising should be effected three weeks before the appointments, and the advertisements should run for a full week in all the local papers. According to present custom ratepayers have little or no voice in appointments. Vestry meetings are called at inconvenient times, few attend. There should be a wider nomination.

APPENDIX No. CXII.

STATEMENT OF EVIDENCE BY MR. GEORGE BASTARD, RELIEVING OFFICER, LEICESTER.

PROVINCIAL URBAN CENTRES—MIDLANDS.

1. *Social.*—Ample provision made, but I think seldom taken advantage of by the younger portion of those persons who have recourse to the guardians for out-relief.

2. *Industrial.*—Too much boy and girl labour, also married women, to be good for the town. Men in the prime of life are at a discount in some trades.

3. Great care should be exercised in the giving of out-relief, and where parents have been known to have been improvident and of drinking habits, indoor orders would be best, both in the interests of the people and the town.

4. Deserted women should (except in very exceptional cases) be always given orders for the House.

5. In my experience it has happened, when proving cases before a bench of magistrates, that the parties were not married (this, of course, could be got over by certificates, which is now done), but even then it so often happens that the women are in collusion with their husbands, who are sending them money at the same time as they are in receipt of relief. I could give from my own experience and that of other officers who have had such cases.

6. The classes of persons applying for relief are chiefly widows with families, aged persons with no one to help them, a percentage who never tried to make provision, but spent all as they obtained it.

7. The chief causes of pauperism are (a) that many poor persons have never had an opportunity to save for old age; (b) periods of bad trade; (c) displacement by machinery; (d) improvidence; and (e) the reluctance of sons and daughters to rise to their responsibilities towards their aged parents.

8. The classes of persons seeking election as guardians are married and single women, retired tradesmen, and Labour representatives.

9. The following is the method of administering relief in this union. Persons seeking out-relief come to the relieving officer, who takes particulars of age, residence, and those liable by law to help, visits their home, makes due enquiry into character and previous habits of life. Applicant then meets committee, when relieving officer gives his report and the committee decide what shall be done. Should outdoor relief be given, relieving officer pays weekly the amount ordered, making frequent visits and instantly reporting any irregularity found or any improved circumstances found.

10. The only suggestions for reform that I make are that guardians, in my judgment, should not take part in the granting of out-relief when it is to their own tenants, as it lends itself to what is not desirable.

11. I also think that in large unions a lady officer (one with tact) may be very useful in maternity cases and with feeble-minded girls.

APPENDIX No. CXIII.

STATEMENT OF EVIDENCE BY MR. ROBERT H. BEST, MEMBER OF BIRMINGHAM DISTRESS COMMITTEE; CHAIRMAN OF THE WEST DIVISION OF THE CITY OF BIRMINGHAM AID SOCIETY; PRESIDENT OF THE NELSON STREET SUNDAY MORNING ADULT SCHOOL; CHAIRMAN OF A MANUFACTURING COMPANY; CHAIRMAN OF THE "MASTERS' TRADE ASSOCIATION AND CONCILIATION BOARD."

PROVINCIAL URBAN CENTRES—MIDLANDS.

1. For the last forty years I have travelled regularly in Germany and have been impressed with the greater progress made in Germany than in this country during a similar period. I am not an expert in Poor Law administration, but hold views which are shared by large numbers of my fellow-citizens, and which answer many of the questions contained in your schedule.

Statements of Social Conditions contained in Reports: "The Brassworkers of Berlin and of Birmingham" and "The City of Birmingham Aid Society."

2. The facts upon which I have based those opinions are contained in the Report: "A Comparison; the Brassworkers of Berlin and of Birmingham," and my pamphlet, "The City of Birmingham Aid Society," which I beg to hand you per same post, and in which the passages which bear upon your questions are marked with blue pencil.

Pauperism and Unemployment.

3. With regard to the cause of pauperism and unemployment, one very important point is omitted from the Report, "The Brassworkers," in consequence of its having become a political question, viz., the question of free imports.

Free Trade and Protection.

4. In my opinion, a discriminating protection of the industries of this country is essential to the welfare of its workpeople. It is generally held that our working classes are suffering from an excessive supply of unskilled workmen. The remedy usually recommended for this is to educate youths and apprentices in secondary and technical schools, but, in my opinion, occupation for them in skilled handicrafts during their working time is of even more importance than the technical knowledge imparted to them during their spare time; the two, theory and practice are essential, and for this purpose the skilled handicraft trades must be preserved for the workpeople to practice in. From my experience as a manufacturer, I do not think that technical schools can in themselves create sufficient employment.

The Weak Spot in the Elberfeld System of Poor Relief.

5. With respect to my pamphlet: "The City of Birmingham Aid Society," and the description of the Berlin Armenpflegen, a word of caution is necessary. It was written with the object of stimulating Birmingham citizens to action by showing up in a rosy light some of the social conditions of Berlin; the report is quite true in the sense of a comparison, but for your guidance it is right to say that Dr. Muensterberg, the President of the Berlin Poor Law Board, does not share my rosy view of their conditions. On December 15th, 1906, he wrote me *re* my pamphlet:—

"As I have already said to you on a former occasion, your conception of our Berlin conditions is much too favourable. It is true that an ideal and a task is held up for our helpers in the manner you have represented. Unfortunately, however, this task is far from fulfilled in the extent which is necessary for a practical care of the poor. With this limitation I have no hesitation in confirming your report of it."

6. I am aware that Dr. Muensterberg has a difficulty in obtaining the services of a sufficient number of helpers of the right sort. I would therefore recommend the Commission to take the opinion of an expert like Dr. Muensterberg, and that he be either invited to come over and give evidence in London, or that certain questions should be formulated, and a representative appointed to visit him in Berlin, and obtain answers on the spot.

7. Hamburg is a city which is particularly worthy of examination because in Dr. Muensterberg's opinion, it is administering the Elberfeld system of Poor Law relief on model lines.

The Danish System of Poor Law Relief.

8. The Danish system of Poor Law relief, as described by Miss Edith Sellers is, I presume, familiar to the Commission. It seems particularly worthy of investigation on the spot, because according to Miss Edith Sellers, the principle of classification and discrimination has been developed in Denmark still further than in Germany, and with correspondingly better results. As will be seen from Miss Sellers' description, the relief is divided into five classes, besides that for old-age relief and for children.

9. I do not believe it is practicable to substitute charity for out-relief, but think that help for the respectable deserving poor should be found by charitable persons. I hold that a large amount of the present poverty is due to the social conditions under which the working classes live.

10. The rich should maintain those poor persons of unblemished character who are in need through no fault of their own; they should be helped from charitable sources without any stigma or penalty being attached to it.

11. Those whose character is not unimpeachable should be helped by outdoor relief with disenfranchisement.

12. The thriftless and lazy should go into indoor institutions for supervision with powers over their personal liberty.

13. The drunken and vicious should be confined in an institution of a penal nature, submitting to powers over their personal liberty.

14. The old and feeble should be cared for in institutions divided into three grades of character.

15. The aged of good character should be pensioned by the community.

Care of Children.

16. I am of opinion that the care of the children is the crux of the future situation. The provisions made for them and the greater expenditure in this direction by Germany and Denmark, are worthy of the most careful examination. For this purpose investigation in Germany and Denmark will naturally be the method adopted by the Commission.

17. I enclose herewith cutting from the Birmingham *Daily Mail*, January 29th, *re* Floodgate Street Council School children, containing definite figures. (See Appendix No. CXIII. (A).)

18. I look upon free breakfasts, and such societies as the "Prevention of Cruelty to Children, etc.," as being palliatives, and incapable of reaching the root of the evil.

19. The working class audiences that I have had the opportunity of addressing, and also numbers of individuals I have consulted, would undoubtedly approve of the children being taken out of the charge of brutal, immoral and neglectful parents, compelling the parents to support them, and if necessary to confine the parents in a penal establishment.

The Personnel of Guardians.

20. You will, I think, have a difficulty in obtaining faithful replies with regard to the *personnel* of our guardians unless such replies be treated as confidential communications. It is, I think, common knowledge that the

APPENDIX No. CXIII.—*Continued.*

method under which guardians of the poor are elected does not tend to bring forward those citizens who are best fitted and competent to administer such an important institution. The appointment by the municipality of a certain number of guardians to represent them who would at the same time be members of the City Aid Society or of Charitable Organisations, would be an assistance in bringing about more co-operative work.

Greater Co-operation of Existing Agencies.

21. I strongly hold that one important aim of the Commission should be to bring about a greater co-operation of the existing agencies for helping the poor.

The Registry.

22. A joint registry of the poor of the city in one building is, I think, of primary importance. In this registry, the records from all sources, police, guardians of the poor, City Aid, Distress Committee, Charity Organisation, religious and charitable bodies, should accumulate and provide that information which is essential before it is

possible to efficiently discriminate between the poor of good and bad character.

Charitable or Municipal Hospitals.

23. As indicated in my Report, I have no doubt that the charities in Birmingham, such as the hospitals, fail in their work in comparison with the municipal charities in Berlin. The working classes have to go from one subscribers' house to another begging Hospital notes and have a constant difficulty in obtaining them, particularly in-patient notes. In comparison with the Berlin municipal hospitals, patients are hurried out to make room for those who are waiting their turn to come in. The out-patients are too numerous for the doctors to prescribe for efficiently. The diet, cleanliness and appointments are inferior to the Berlin hospitals. The demand upon the time of the subscribers in replying to applications for hospital notes is considerable, and in one case I am obliged to subscribe anonymously in order to avoid the numerous applications for notes which I am unable to grant.

APPENDIX No. CXIII. (A).

(Paper handed in by Mr. R. H. Best, Birmingham.)

BIRMINGHAM'S STARVING CHILDREN.

SIR,—Having seen the special article, "Birmingham's Starving Children," in your issue of Monday, I should like to give a few facts and figures connected with the subject, for the perusal of those, and I believe there are many, who think that the needs of the destitute children are met by existing agencies. Since the work of feeding the hungry scholars was transferred from voluntary agencies to the guardians of the Poor the destitute children of Birmingham have been immeasurably worse off. Up till Christmas, 1905, nearly all cases, if not quite all, were dealt with either through the generosity of Mr. G. Hookham, or the Free Dinner Society, the former providing free breakfasts and the latter free dinners, the children being at liberty to attend both meals if they so desired. Now what is the condition of affairs? On Thursday last, with the thermometer standing about 5 degrees below freezing point, I found twenty-seven children who had had no dinner, and 159 others had had so little that they would have been glad to go to the soup kitchen if it had been open. Yesterday (Monday, a day when food is, as a rule, more plentiful) the numbers were 29 and 128, and this in a school of less than 500 scholars. Prior to Christmas, 1905, we fed every morning 180 scholars and sent from 100 to 150 to dinner at the soup kitchen. Now, thanks to Mr. Hookham's kindness, we feed seventy-one fatherless and deserted children at breakfast; the remainder, about 100, who had breakfast and the larger number who had dinners, have to

do the best they can, which, in some cases, means going without. In clothing, too, the children are equally destitute. I lately sent a list to the Secretary of the Police-Aided Association of 160 names of children whose boots and clothing were practically useless. I could easily have made the number 250, but being afraid of asking for too much, sent only the very worst cases. So far about thirty children have been provided with a complete outfit, and sixty-five others with boots and stockings, partly from the *Mail* fund and partly from the Police-Aided Association, so that at present there are nearly 100 children in this school whose boots are worse than useless, and whose "tattered and torn" clothing is such as to make them pitiable sights. These, Sir, are the bare facts, which your readers may ponder. Into the question of whose is the fault and whose the duty to alleviate the suffering I do not propose to enter. I see your special contributor will shortly deal with remedies, and as a schoolmaster of twelve years' experience among the "submerged tenth" of this great city I shall anxiously await his second contribution.—Yours, etc.,

T. W. COOPER,
Headmaster.

Council School (Upper Department),
Floodgate Street,
January 29th.

APPENDIX No. CXIV.

STATEMENT OF EVIDENCE* BY MR. J. T. BESTON, MEMBER OF THE BIRMINGHAM BOARD OF GUARDIANS.

PROVINCIAL URBAN CENTRES—MIDLANDS.

1. I have for twelve years been a member of the Board of Guardians for St. Stephen's Ward in the parish of Birmingham and have also for fifteen years acted as honorary secretary for the North Birmingham Relief Fund, a voluntary organisation which dealt with cases of temporary distress arising from sickness or shortness of employment and which is now merged into the City of Birmingham Aid Society. In response to your enquiries I have to observe:—

2. The special peculiarity of the social and industrial condition of the parish of Birmingham appears to me to be that the great majority of the actual residents in the parish are either unskilled labourers or workmen employed in trades which on the average pay very low wages, and that the bulk of the middle class, i.e., manufacturers and small masters who have their works in the parish as well as the more highly skilled and better paid artisans, prefer to reside in some other part of the city or in the suburbs such

* Owing to the death of Mr. Beston, this statement of evidence has not been revised.

APPENDIX No. CXIV.—*Continued.*

as Handsworth, Moseley, King's Heath or Yardley, the result being that in the parish of Birmingham we have an excessive number of households where poverty is the normal condition—and the demand for Poor Law relief is out of all proportion in comparison with the other portion of the city and suburbs. Of the 10,000 houses in the Northern Division of the City (St. George's, St. Stephen's and St. Mary's Wards) there are probably not more than 200 used exclusively as dwelling houses which are rated at more than £12 per annum.

3. The guardians for the parish of Birmingham have during the past twenty-five years made various successful experiments in Poor Law administration, including:—

(a) The provision of cottage homes for about 450 children at Marston Green, about six miles away under the care of a superintendent, and in homes for about twenty children in the charge of foster parents—these homes are at present only occupied by the children of Protestants—the Catholic children being sent to the certified schools provided by the Catholic community.

(b) The provision of an infirmary for all destitute cases suffering from sickness, disease or accident, and at present also providing for epileptic cases and the milder forms of dementia or idiocy.

(c) And more recently the provision of a home in the parish itself for children (boys and girls) who are only temporarily in care of the guardians, but whom they desire to keep from association with the workhouse itself.

(d) While in conjunction with the adjacent unions of Aston and King's Norton the Birmingham Board are now developing a scheme for the separate treatment of the epileptics in their charge at a joint Poor Law establishment situate in the King's Norton district.

4. There have also been experiments in the workhouse itself in the creation of a "merit" class, giving some special privileges to all the inmates whose character and behaviour justify their inclusion in this category, while experiments in other directions, such as baking—by which all the bread used for the workhouse, infirmary, and the outdoor poor is provided—the making of gas used for lighting the workhouse and infirmary, and the pumping of the water used in the two establishments, which experiments have somewhat reduced the cost, and found employment for a number of the inmates of the workhouse.

5. In my opinion it is desirable, when aged persons of good character have to ask for assistance from the rates, that it should be given in the form of out-relief, provided the applicants are in sufficiently good health to look after themselves or have friends or relatives who will take an interest in them, and in the case of widows with young children it appears to me that, if the mother is of good character, honest, sober and industrious, it is best to leave the children in her care, granting such out-relief in money and kind as will adequately meet the necessities of each individual case, and encouraging the mother to have the children taught such trade or business as will be for their permanent benefit, but in the cases of aged persons of indifferent or bad character, and in the cases of children whose mothers are in the judgment of the guardians, either incompetent to manage their children or are known to be lazy, drunken, dishonest or immoral, it is in my opinion the duty of the guardians to send such aged persons to the workhouse and to place the children of such widows in the cottage homes or certified schools.

6. In addition to the classes specified above as applicants there are occasionally applications from young people between twenty and forty years who have either from lack of means or lack of will neglected to make any provision against sickness by joining a friendly society, or to meet the expenses attending the birth of their children. It appears to me that in all such cases careful investigation as to means should be made and, if possible, the recipient of such relief should be compelled to repay the value of the assistance given.

7. The causes of pauperism are somewhat difficult to define, but in my experience only a very small percentage of the applications for assistance from the rates arise

from the unavoidable misfortune of the applicants or from causes beyond their control; in my judgment the main causes of pauperism are three:—

(a) Lack of thrift and the absence of any serious attempt to make provision for shortness of employment, sickness or old age.

(b) The habit of excessive drinking and consequent loss of character and employment.

(c) The desire of sons and daughters to evade the responsibility of maintaining their parents when past work and place this burden upon the community at large.

8. In making investigation of the antecedents of the inmates of the workhouse and of those persons receiving out-relief I seldom find the persons assisted have been members of any trade union or friendly society, or connected with any adult school or associated with any organisation for the promotion of thrift.

9. The persons usually selected as guardians in Birmingham and the district are mostly of the middle class, with some ladies and working-men representatives. Of the thirty-six guardians for the parish of Birmingham five are ladies, and five, including the present Lord Mayor, are also members of the city council. The lady members have given specially valuable service in connection with the training of the children at the Marston Green Homes. The lying-in wards and the general administration of the workhouse and infirmary, and while sometimes differing as to the details, the whole of the members, both men and women, have in my opinion an earnest desire to promote the comfort and increase the happiness of those persons who come under their care—and in doing this to have due regard to the efficient and economical working of the various institutions in their charge.

10. The administration of relief in the parish of Birmingham is dealt with by the various committees appointed by the guardians, and their proposals are as a rule sanctioned and approved by the whole board.

11. The Workhouse Committee deals with the management of the workhouse and the Summer Hill Home for in-and-out children, and also looks after the children in the certified Catholic schools.

12. The Infirmary Committee is responsible for the effective administration of the infirmary—including at present the epileptics—and also for the lying-in ward.

13. The Marston Green Homes Committee has control of all the arrangements for the feeding, clothing, educating and training of the children sent to the homes.

14. Out-relief is administered by four District Relief Committees and is supervised by a Central Out-relief Committee which includes members of the district committees and which take charge of relief given through other unions and public institutions, and is responsible for the medical out-relief and for the vaccination arrangements in connection with the parish, while it has for the past year been responsible for the breakfasts provided under the School Children's Order of the Local Government Board.

15. The Stores Committee deals exclusively with the purchase of provisions and necessaries, while the Finance Committee takes the oversight of all receipts and payments on behalf of the guardians and has the general administration of the parish offices in its care.

16. All questions of removal and settlement are dealt with by the removal committee.

With regard to reforms, briefly my suggestions would be:—

(a) That special pensions should be provided for the deserving poor.

(b) That the guardians should have fuller powers in dealing with cases needing help through temporary lack of employment.

(c) That they should have power to detain and, if necessary, to punish habitual tramps and vagrants. Locally:—

(d) That the whole city and suburbs of Birmingham should be formed into one union for Poor Law purposes.

(e) That such matters as vaccination should be transferred to the health authority.

APPENDIX No. CXV.

STATEMENT OF EVIDENCE BY MR. ISAAC BRADLEY, CORONER FOR BIRMINGHAM.

PROVINCIAL URBAN CENTRES—MIDLANDS.

1. I am fifty-four years of age. I was born in Birmingham, and have lived there all my life. I am by profession a solicitor, have had long and intimate experience of the public life of the city, have been coroner since 1897, and am a city magistrate. I am secretary of a large Nonconformist church, and am in various ways in daily contact with every grade of the middle, artisan, and labouring classes.

Charities and Voluntary Effort.

2. As to the operations and effects of local charities, I enclose a summary* of the medical charities of the city in the form of a booklet placed in the pews of all places of worship at the last Hospital Sunday collections. We have no other large charities.

3. I direct attention particularly to the statement on the outside cover that the total cases treated during 1905 was over 256,000. That number is equal to half the population of the city, and it is certain that if so many patients received relief in a single year, a much larger proportion than half of our people consider themselves entitled to resort to charity for their medical treatment. It is equally certain that a very large proportion of the patients affected by quite minor ailments could afford to engage private medical attendance.

4. Taking as an example the General Hospital (the largest we have), on pp. 4 and 5, I should say that the 5,283 in-patients were probably all proper cases for hospital treatment, for the reason, if for no other, that the resources of the institution do not permit the relief of in-patients in any but urgent and special cases. But of the 61,652 out-patients, I am convinced from long observation that the larger half of them were not proper cases for charitable relief.

5. One great reason for this condition of things is that under a Hospital Saturday Collection Scheme (secretary, Mr. W. S. Aston, Newhall Street) the artisans of the city contribute £10,000 a year in various proportions to the various institutions, raised by weekly contributions of a 1d. each collected in the factories throughout the year. While the committee of that scheme state plainly in their literature that these contributions are charitable gifts, and not to be regarded as entitling the subscribers to any return, the subscribers do in fact consider that they are contributions in the nature of payments to a provident scheme, and that each subscriber is entitled to resort to any of the charities for medical aid needed by himself or any of his family.

6. An illustration is afforded by the fact that a certain number of the factories allocate part or all of their contributions to "Ticket" hospitals, i.e., those which for each subscription issue to the contributor so many tickets entitling the holder to treatment. Especially is this the case with regard to the General Dispensary (p. 7) which is the only institution (except Lying-in Charity and District Nursing Association) which visits patients at their homes.

7. The question of hospital abuse is perhaps not of itself within the province of the Commission, but it has some bearing on the large questions under consideration which depend largely on the attitude of mind of the mass of the people.

8. As to the respective effects of charity and out-relief, the ordinary man apparently has no scruple in availing himself of a charity, and only rarely feels any sense of obligation. In the case of out-relief he also feels under no obligation, but regards it as carrying with it some taint of shame or discredit, although it may be argued that he has more *right* to the latter than the former.

9. With regard to the questions of co-operation between charity and the Poor Law, the tendency of my mind is strongly towards the view that charity and the Poor Law must inevitably work on diverse lines and by different methods unless, indeed, so radical an alteration of principle

were made in our existing Poor Law as to eliminate the right of every destitute person to relief.

10. While I subscribe annually to a number of public charities I give more money to, and derive infinitely more satisfaction from a number of cases of individual need which I personally know, and help by small pensions or otherwise.

11. A wise charity rather bases itself on considerations of desert, and is more elastic and varied in its method. In a case which we fully know and understand we may feel warranted in giving, for instance, a much larger sum for present emergency and altogether adapting our action to particular circumstances. But guardians and others administering public funds collected by force of law are in the position of trustees, and are bound to adopt strict rules of conduct. They cannot, in the nature of things, know under present circumstances everything about everybody, and are therefore of necessity on their guard at every moment against imposture. Nor are they able, even where they have the fullest knowledge, to discriminate between "deserving" and "undeserving" cases to the same extent as private charity may. They must work by rule, and to confer a very large freedom in the dispensation of public money would lead to trouble, either in the way of extravagance, or of invidious dispute on particular cases. Personally, therefore, I see much difficulty in *mingling* charity and the Poor Law on present lines.

12. The attention of the Commission will probably be directed to the Aid Associations of this city now being consolidated (Chairman, Sir Hallowell Rogers), whose work is eminently deserving of consideration. They have in view the distribution of voluntary gifts to deserving cases of emergency, rather than to the hopeless cases of a permanent kind, and with a very limited income have achieved excellent results.

13. The question of the possibility of substituting charity for out-relief seems to point to something like the French Bureaux de Bienfaisance, which receive moneys from many sources, voluntary contributions, legacies, proceeds of certain small taxes, etc., and dispense them with, as I judge, a very full personal knowledge. They are roughly like the above Aid Associations, but are legally constituted, and receive some public money. This plan is worth careful attention, but (like every country except our own) they do not admit an absolute right to relief simply on the ground of destitution. Indeed I believe that a few communes have no bureau at all.

14. The Commission have probably already before them a great mass of evidence on the questions which I have alluded to, so that it would approach impertinence for me to dwell upon them, namely: (a) Discrimination between "deserving" and "undeserving," and (b) elasticity in the way of varying forms and degrees of relief.

15. Unless the whole basis were altered, I have not been able to persuade myself that charity and rate-relief can mix, or that charity can be made to supersede out-relief.

Friendly, etc., Societies.

16. Friendly societies can, without doubt, provide for old age pensions for their members on the simple condition that the members will subscribe the cost. But, being voluntary bodies, they could not go outside their own membership.

17. The great difficulty is that there is an increasing unwillingness to *pay* for a benefit. Many were discouraged (I certainly was) by the popular reception of Mr. Chamberlain's suggestion for pensions based on the payment by the individual of a single sum of £5 in early manhood, the State adding whatever might be necessary. Some part of the opposition to his proposal was no doubt "political"; but it was distressing to notice, behind that, the absolute refusal to pay anything. Unfortunately many public persons, of all parties, talk on platforms in a

* Not printed.

APPENDIX No. CXV.—*Continued.*

way which leads the unthinking and unlettered man to suppose that it is possible by some legislative means either to obtain something for nothing at all, or to obtain it at the expense of somebody else. The consequence, lamentable to a degree, is that independence and self-help are not popular, and I, at least, discern a deterioration of the spirit of our people even within the period of my own life. With higher wages there is no greater disposition towards providence or self-help.

18. With regard to the effect on friendly societies of free medical relief, voluntary hospitals, State system of old-age pension and freely given out-relief, I think all these measures militate against the extension of friendly societies. I have the highest regard for the work of such societies, and deeply regret to have to record such an opinion.

19. The question of co-operation between friendly societies and hospitals appears again to involve an intermixture of self-help and charity which of necessity weakens the idea of self-help, because the mind naturally prefers the cheapest way of obtaining what is desired.

20. As regards the Friendly Societies Acts I am satisfied with them. They proceed on what I regard as the best possible principle, viz., to encourage and countenance voluntary associations for thrift and providence and not to interfere actively with their general management except to insist on orderly account keeping and the publication of the means of knowledge of their position, and to afford

remedies for members where the society is misconducted or unable to meet its engagements.

21. I have no comparative figures as to the increase of these societies, but my conviction from general observation is that friendly and thrift societies do not increase as they did. I refer to my paragraph 17 above.

22. I do not recall in my coronership of ten years any death from starvation being brought before me. Of course I see much poverty, the larger part of which is so obviously self-caused and actually invited by past conduct that it is only occasionally I feel called upon to give aid from my poor-box. Two or three times a year I get (out of about 1,100 deaths of all sorts reported to me) a case where death is caused or accelerated by self-neglect and exposure. But practically in no case have I found any such death which could be ascribed to defect in the Poor Law.

23. It is right to add that I consider the board of guardians of this city an exceptionally able body. No doubt there are some members (as in all public bodies) less efficient than others; but the public spirit of the city is high; there is no corruption or suspicion of it; and certainly one-third of the board are men not only of first-class standing and probity, but experts in Poor Law administration. These men are known and esteemed, and they give a backbone and a guiding strength which I fear may be lacking in some parts of the country.

APPENDIX No. CXVI.

STATEMENT OF EVIDENCE ON MEDICAL ASSISTANCE OF THE POOR BY C. F. BRYAN, M.R.C.S., ENG., L.S.A., LOND., MEDICAL OFFICER TO THE LEICESTER UNION WORKHOUSE; CERTIFYING SURGEON UNDER THE FACTORY ACTS SINCE 1889; MEMBER OF THE TOWN COUNCIL SINCE NOVEMBER, 1899; PRESIDENT OF THE LEICESTER MEDICAL SOCIETY, 1892-94.

PROVINCIAL URBAN CENTRES—MIDLANDS.

Medical Assistance of the Poor.

1. The Sanitary Committee of the Town Council have set apart some wards for the treatment of phthisis in its earlier stages and to educate the poor in order that they may continue the fresh-air treatment in their own homes.

2. They also have now, besides the male inspectors, two female inspectors whose duty it is to visit the homes of the poor and instruct them in hygiene and the rearing of infants, etc. They also give lectures to the mothers and distribute leaflets among the poor.

3. A milk depot for partially sterilised milk has been started and is now doing a good work.

4. A Health Society has lately been started to work in unison with the Sanitary Committee.

5. There are six parish medical officers, against whom there is a feeling amongst the poor which in my opinion would be obviated by the guardians dispensing all medicine and finding all medical and surgical appliances.

6. There is the North Evington Poor Law Infirmary, with one consulting medical officer and two resident medical officers. This contains 500 beds and is nearly full. The workhouse also, where cases are treated which are not serious enough for hospital treatment. Also Lock wards.

7. The chief medical charities are the general infirmary and out-patient department. Two dispensaries. Odd-fellows and Foresters Society and many sick clubs; altogether these administer to the needs of about 60,000 persons.

8. Many of those who seek relief are of a better class poor, and I regret to say that many who can well afford to pay for medical advice, etc., make use of these institutions and many of the poor instead of joining these societies wait until they are ill and then get recommendations from subscribers.

9. There is no doubt that the societies do overlap to a certain extent, but the question of hospital reform is now being freely discussed by the medical societies with a view to putting a stop to the abuse of these charities, etc.

10. The transference to one authority of the whole work of medical assistance might certainly be made in the case of the very poor, either to the Poor Law or the sanitary authority.

11. I certainly think that it would be better for all concerned if the guardians supplied all medicines and appliances to their medical officers.

Poor Law Administration.

12. The *Cottage Homes* situated at Countesthorpe have now been used for many years and in my opinion they have been beneficial in the bringing up of children and educating them, also in getting those old enough into situations.

13. *Scattered Homes* are now being tried here, but I think to a great extent fail in their object on account of the children so frequently going in and out, and this class, even of children which mingle together, put a stop to the very work which these homes were intended to

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carry out by keeping children from the workhouse taint, for many of them belong to the criminal class, thereby having a very bad influence on the others.

14. The classification of paupers in the workhouse seems to work well, although it is rather difficult to carry out effectually.

15. The removal of the workhouse infirmary two miles away from the workhouse is not advantageous and has many drawbacks.

16. There is no doubt that indoor relief is the better for those that are sick. In the case of outdoor relief we never can be sure that the patient gets the extras, etc., which are ordered, and the surroundings of those that are ill tend to make the case of much longer duration and in many instances I believe is the cause of non-recovery.

17. The class of persons applying for relief includes old people, widows with families, people of bad character, young men and women who, most probably through their own fault, fail to keep any situation. Those who are out of work and the class, of whom I am sorry to say there are many, who dislike work of any description. Some

also, who have become impoverished through no fault of their own.

18. Causes of pauperism are, improvidence, too early marriages, drink, betting, etc., and the fight against capitalism, in which there may be increase of wage, but which causes higher taxation thereby, driving manufacturers out of the town, where taxation is less and labour cheaper. Displacement of labour by machinery. Too much leniency shown to the habitual tramp and those who will not do any work.

19. Class of persons seeking election as guardians consists of a few independent gentlemen, tradesmen, and socialists. The latter are now trying to outnumber the others and get the whole power into their hands. If this should go on, trade will decline and pauperism increase.

20. The law certainly requires amending with regard to the certification of imbeciles, for no medical man can certify as a *lunatic* the general run of cases of epilepsy, yet they ought to be taken care of, and more discretionary power should be given to the medical officers in these cases, and in borderland cases.

APPENDIX No. CXVII.

STATEMENT OF EVIDENCE BY MRS. CALVERLEY, MEMBER OF BOARD OF GUARDIANS, BRIXWORTH, NORTHAMPTON.

PROVINCIAL URBAN CENTRES—MIDLANDS.

1. My qualifications for being of use to the Commission are small. My husband has been Rector of Church Brampton for twenty-seven years, and we have resided there continuously during that period. Since the passing of the Local Government Act of 1894 I have been a Poor Law guardian of the Brixworth Board.

2. The Brixworth Union is almost entirely agricultural. The population is slowly diminishing. It numbered in 1891, 12,186, and in 1901, 11,829. There is a shoe factory in one village, Walgrave, and there the inhabitants are increasing. There is also a small pinafire factory at another village, Spratton, employing women and girls only.

3. From about 1872 to 1895 the Brixworth Board followed a policy of strict administration, with the result that the numbers in receipt of outdoor relief fell from 979 on January 1st, 1872, to eighteen on January 1st, 1895. The indoor paupers meantime had only increased from sixty-three to seventy-nine. The reform was very unpopular. The labouring classes felt themselves defrauded, and their view was largely shared by kind-hearted ratepayers. A few very determined members of the Board of Guardians, being fully persuaded of the wisdom of this policy, were able so far to influence the board as to secure its continuance, and, although many vague assertions of hardships were made, no case ever came to my knowledge in which outdoor relief would have satisfactorily removed the hardships.

4. Simultaneously with the strict Poor Law administration, the same men established and carried out a system of private charity by means of which effectual help was given to those who were suitable cases for such assistance. The opposition was gradually dying out, and the district had nearly accepted the change, when the Act of 1894 was passed. Persons now for the first time qualified for election, came forward loudly denouncing the system, and promising, if returned, to work for its destruction. The election of many new Guardians thus pledged to outdoor relief changed the majority on the board into a minority, and brought about the reversal of the policy. The effect has been that on January 1st, 1907, the indoor paupers numbered 101, and the outdoor 176. The cost of indoor maintenance and out-relief in the year ending Lady Day, 1895, was £938, while in that of 1906 it was £2,234.

5. I believe outdoor relief to be costly, to check the instinct of brotherly kindness, to discourage prudence and thrift, to weaken family ties, and to destroy the honourable independence of the working classes. The ground on which I base this opinion is the history of the past, and my own experience as stated in the preceding answer. Indoor relief by providing an adequate pro-

vision for destitution saves from the recklessness of despair, while its conditions generally prevent it from being attractive. These remarks do not apply to the workhouse infirmaries in London.

6. The knowledge that relief can be obtained in the workhouse does exercise a slight influence, and tends to check the too ready alms of the ill-informed public. Indoor relief is also beneficial in securing a safe shelter for the feeble in mind as well as body.

7. Most of the applicants for outdoor relief are worn-out labourers or their widows. In some cases the old people had been supported and cared for by children or other relations, but the grant of relief to a neighbour whose circumstances seemed no worse, had suggested an easy mode of increasing the income. I have myself heard this explanation given by an applicant in the board-room.

8. The applicants for indoor relief are mainly those infirm in mind or body, but at the present moment the workhouse shelters a good many deserted and neglected children. There are doubtless a few men in the house who ought to be, or at least might be, working outside, but none who could reasonably be described as able-bodied.

9. One chief cause of pauperism, I think, is the habit of the wage-earning class to live from week to week. Winter is forgotten in summertime, and old age arrives before any thought has been given to preparing for it. An expectation that all contingencies will be pleasantly provided for out of an inexhaustible fund—that is by outdoor relief—must tend to encourage this state of mind. The fact that there are to be found persons who in spite of this enervating influence do accept the burden of their own responsibility, and maintain their independence, suggests a hope that more bracing conditions would increase their number.

10. The persons seeking election as Guardians are chiefly farmers and tradesmen. The lower-class men who were elected by large majorities in the first enthusiasm of the new Act of 1894 have nearly all disappeared. Knowledge of the Poor Law or of its history is not reckoned as any qualification, and there is little evidence of its existence among the Guardians.

11. Relief is administered by the whole Board, "on the merits of the case," which means according to the composition of the Board on that particular day, and to the personal feeling of the Guardian for the parish to which the applicant belongs.

12. The reform most to be desired is a firmer enforcement on the part of the Local Government Board of the sound principles on which the reform of 1834 was based.

APPENDIX No. CXVIII.

STATEMENT OF EVIDENCE BY MR. H. CLARK, SECRETARY OF CO-OPERATIVE SOCIETY AND EX-GUARDIAN, LEICESTER.

PROVINCIAL URBAN CENTRES—MIDLANDS.

1. I am the General Secretary of the above Society, with a turnover of upwards of half-a-million per annum in trade. I have for a time been a member of the Leicester Board of Guardians previous to the term expiring in March next.

2. The principal industries of Leicester are passing a transition from one method to another, thereby displacing a large amount of labour.

Poor Relief.

3. I should say that outdoor relief has a worse effect on the recipient than indoor relief.

4. It is mainly the thriftless who apply for relief.

5. The causes of pauperism are largely drink and the gambling spirit.

6. The class of persons seeking election as guardian are mainly people who have no direct obligation as rate-payers.

7. The administration of poor-relief in Leicester is much too loose.

Charities and Voluntary Effort.

8. The effect of charity and Poor Law out-relief on the recipients is to weaken the self-respect and destroy the desire for better things.

9. As to the possibility of extending the co-operation between charity and the Poor Law the recipients in the main do not seek to take advantage of what such means of help would give them.

Friendly, Co-operative and other Self-Help Societies.

10. I should say that it is impossible to provide old-age pensions by friendly societies.

11. The effect of extended free medical relief would be, I think, to take away all desire or incentive to provide for sickness.

12. I am of opinion that friendly and thrift societies are not progressing at the ratio that they were say ten years ago.

APPENDIX No. CXIX.

STATEMENT OF EVIDENCE BY MR. W. J. CLARKE, MISSIONARY IN CHARGE DOMESTIC MISSION, HURST STREET, BIRMINGHAM; AND HON. SECRETARY OF POLICE-AIDED ASSOCIATION FOR CLOTHING DESTITUTE CHILDREN, DISTRESSED MILITARY VETERANS' ASSOCIATION, OPEN-AIR COURT AND ALLEY CONCERTS ASSOCIATION, AND WALLIKER SOCIETY.

PROVINCIAL URBAN CENTRES—MIDLANDS.

1. I beg to state that I have acted as Missionary in Charge of the Hurst Street Mission for twenty-one years, as hon. secretary of the Police-Aided Association for Clothing Destitute Children since its formation in 1893, as hon. secretary of the Distressed Military Veterans' Association since its formation in 1894, as hon. secretary to the Open-Air and Alley Concerts Association since its formation in 1898, and to the Walliker Society (for providing garden parties for poor aged people) since 1902.

2. I am of opinion that one of the most urgent and pressing of our local problems is the undoubted fact that thousands of poor children are attending our city's schools not only in a state of semi-starvation owing to insufficiency of food, but exposed also during the autumn and winter months to cruel suffering owing to insufficiency of clothing. I have not had much experience with respect to the feeding of children of school age, but as hon. secretary of the Police-Aided Association for Clothing Destitute Children (copy of the objects and methods of which I enclose),* which was formed in 1893, I have assisted in clothing upwards of 24,000 poor children. From the knowledge of the actual condition of the children thus gained, from the reports supplied by the police in recommending the cases to be dealt with (copy also of which I enclose)* and from the hundreds of communications I have received from school teachers in relation to this subject, I believe that in addition to the actual physical suffering these children are forced to undergo during the colder seasons of the year, their health is permanently undermined, often followed by illness, disease, and premature death in a much greater number of cases than is usually supposed.

* Not printed.

3. I am of opinion also that the number of children to whom this statement applies is so large that the situation cannot properly be relieved by private charity, and can be adequately dealt with only by the intervention of the State. It is of course difficult to estimate accurately the number of children in the city needing clothing and boots which their parents or guardians cannot, or do not, supply, but judging by the reports supplied by the police and the statements of school teachers, it cannot, I think, be fewer than from 12,000 to 13,000.

4. With respect to the causes of this state of things I have arrived at the conclusion that while much of it undoubtedly is due to the drunkenness, the idleness, and the thriftlessness of the parents of the children, this is not the case to anything like the extent which is commonly supposed; and that the privations of the parents which cause such terrible consequences to be visited upon the children are in the majority of cases their misfortune rather than their fault. However this may be, seeing that under any conceivable circumstances the children can only be regarded as the innocent and helpless victims of the sufferings they are forced to endure, and which ultimately inflict permanent and irremediable injury upon the State, if only out of regard for its own welfare the State should, I think, take the problem in hand.

5. With respect to the question of "Charities and Voluntary Effort" I am of opinion that the help given by the Police-Aided Association for Clothing Destitute Children has not had a pauperising effect upon the recipients by diminishing their self-respect, or by causing them to depend on outside help rather than on their own

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efforts for the clothing of their children ; and this is, I think, shown by the fact that the great majority of cases in which help is applied for several years in succession are those of widows struggling to support a young family as best they can, or those in which the breadwinner is a confirmed invalid, or has deserted his family.

6. With respect to the question of friendly, co-operative and other self-help societies, I believe a State system of old age pensions would have a good effect on friendly societies and would tend to foster rather than to destroy habits of thrift and self-help on the part of the people generally. This opinion is based on the belief that as things are, large numbers of people, seeing nothing before them in their old age but starvation or the workhouse, refuse to give up the little indulgences, the sacrifices of which would probably not suffice to prevent it ; whereas if they could rely at a certain age on a certain provision, however small, this would serve as an inducement to them to make every possible effort to add to that provision.

7. I am also emphatically of opinion, judging by cases

which have during a long period of years come under my notice, that freely given and judiciously distributed poor law out-relief is infinitely preferable to Poor Law indoor relief, and would in most cases better serve both the material and the moral interests of the recipients, and would in the long run be far more economical to the State.

8. With respect to the problem of the unemployed it has sometimes occurred to me, judging by the results which have followed the co-operation of the police in the work of clothing destitute children, whether it might not be worth while to consider the question of establishing a labour bureau in connection with the police stations in all large centres of industry. Of course, it would be necessary to do this under conditions which would obviate the possibility of collision with trades unions. One great advantage resulting from an arrangement of this sort would be that the police would probably have at their disposal information which would enable them to distinguish readily between the *genuinely unemployed* and the *unemployable*.

APPENDIX No. CXX.

STATEMENT OF EVIDENCE BY ALDERMAN RICHARD CLEAVER, J.P., EX-CHAIRMAN OF BOARD OF GUARDIANS. NORTHAMPTON.

PROVINCIAL URBAN CENTRES—MIDLANDS.

1. My connection with the Northampton Board of Guardians has extended over a period of nearly thirty years. I was chairman of the board for about ten or twelve years, retiring three years ago in consequence of increasing years and ill-health. I am now in my seventy-ninth year, and my answers to enclosed questions must therefore be taken as referring, as far as my experience goes, to the past rather than the present.

Poor Law.

2. Our union is partly rural, but in large measure urban. The town is a manufacturing one, the trade of which in late years has suffered from the introduction of machinery ; the building trade has also been greatly depressed ; these two facts largely account for the past and present state of pauperism in the town.

3. The only experiment of any importance has been the establishment of a stone-breaking yard, mainly for the unemployed. This, I think, has been a great failure, costly and giving no real satisfaction. The urban council are now giving employment—in my judgment the far better plan. The removal of the children from the House into homes seems to succeed.

4. The question of the respective merits of indoor and outdoor relief is in my judgment best answered by the wisdom and discretion of the board : both systems are necessary, but require great care in the administrative body.

5. I regret to say that pauperism is largely made up of persons whose forefathers have been on the board ; it seems to run in the blood ; there are many old people and young widows with children.

6. Drink and bad conduct do more to promote pauperism than other causes. Improvidence is another cause. Gambling is frequently the means of bringing men into low water and then to pauperism ; at the same time there are many well deserving cases.

7. The party element largely prevails, in my opinion, to the detriment of always making a wise choice of guardians. I know of no local board of any kind that requires more discretion in the choice of its members than the board of guardians. I could wish that the ratepayers exercised a more wise and considerate choice of the men and women they send. I have found the advantage of having one or two ladies on the board.

8. My idea as to the administration of relief was that every case should be dealt with on its own merits. A scale of relief has more than once been tried, with an invariable breakdown. Wisdom and knowledge on the board and you require no scale except of the most general character.

9. My views of the Poor Law as a whole is of a favourable character, but it is somewhat antiquated and requires modernising. The guardians should be treated less like children in leading strings. The advance in education and business capabilities should certainly give to men who must have a better knowledge of the circumstances of the business of the board than gentleman sitting at a distance greater choice in the appointment and dismissal of their officers than they now have ; the depriving of every recipient of relief of his voting power is a hard and cruel wrong, making it an apparent crime to receive relief.

10. I regard the old age pension as a difficult question in so far as administration is concerned ; the present scale of relief is now nearly doubled to old people, to what it was when I first knew the board. I have sometimes thought the remedy might lie in this direction.

Unemployment.

11. Of late the numbers of unemployed have reached to some four or five hundred men ; the class of men out of work is mainly made up of men over forty years of age in the shoe trade. Machinery only employs young men who are quick and active ; it also consists of many labourers and men in the building trades ; there is also a good sprinkling of loafers, etc. This state of things has now continued for a number of years. I fear this year it has increased and is in danger of becoming chronic unless some permanent opening is found for surplus labour on the land at home or abroad.

12. The effect of unemployment is to make many men who once were industrious men less anxious to have regular work ; they have become, I fear, in many cases demoralized.

13. The Unemployed Workmen Act did not come into operation during the time I was on the board or during the time I was on the council, but at best it can only be regarded as a stopgap remedy ; something more drastic will I feel sure have to be done by the Government to meet this very serious state of things.

APPENDIX NO. CXXI.

STATEMENT OF EVIDENCE BY MR. HOWARD JAMES COLLINS, F.S.S., F.C.I.S., HOUSE GOVERNOR AND SECRETARY OF THE GENERAL HOSPITAL, BIRMINGHAM; FORMERLY SECRETARY AND HOUSE STEWARD OF THE NORFOLK AND NORWICH HOSPITAL, NORWICH; SECRETARY OF THE HOSPITALS ASSOCIATION, LONDON; ASSISTANT SECRETARY AND ACCOUNTANT OF LONDON LOCK HOSPITAL AND ASYLUM, ETC.

PROVINCIAL URBAN CENTRES—MIDLANDS.

1. *The Sanitary Authority*, i.e., the Health Committee of the city council, deal with all notifiable infectious diseases and also receive in their hospitals typhoid and diphtheria cases.

The Poor Law—The board of guardians have a work-house infirmary at Spring Hill to which pauper cases, chargeable to the parish of Birmingham, are admitted on order of relieving officers.

There are ten hospitals in Birmingham supported by voluntary contributions; of these, two are general hospitals for reception of all classes of disease (except infectious), viz. :—

The General, in Steelhouse Lane (founded, 1766), and The Queen's, in Bath Row (founded, 1840).

There is also a general dispensary with many branches, and at least one provident dispensary (Sands Cox).

2. *The General Hospital*, founded by Dr. John Ash in 1766, in Summer Lane, Birmingham, was then built in the fields outside the village of Birmingham. In 1897 the new building, erected in Steelhouse Lane at a cost (including land, building, and furnishing) of £220,000, was opened. It contains 346 beds, of which 329 are available for admission of all classes of cases (except infectious). Last year (1906), 5,204 in-patients and 65,427 new out-patients were treated. The annual expenditure is £24,000.

There is a branch hospital (Jaffray) at Gravelly Hill, in the parish of Erdington, with fifty-six beds. Expenditure, £3,000, to which the more chronic cases are transferred to relieve the wards of the General Hospital, and so enable a larger number of cases to be admitted. It is administered by the Board of Management of the General Hospital.

There is a staff of twenty visiting physicians and surgeons, thirteen resident physicians and surgeons, 103 nursing staff, forty-two female servants, seven porters, and engineering staff, stokers, porters, etc., numbering fifteen (non-resident). Total, 200.

3. The hospital is administered by a Board of Management consisting of thirty elected governors appointed at annual meeting of governors (i.e., annual subscribers of £2 2s., or donors of £25 and upwards), nine members of the honorary medical and surgical staff, two representatives of the Hospital Sunday Fund, and two representatives of the Hospital Saturday Fund. There are also a president and fourteen vice-presidents who have seats on the board.

This Board annually appoints a house committee (consisting of nine lay members of the board and two representatives of the medical committee) who meet weekly, and control the general internal economy of the hospital.

A finance committee, consisting of seven members of the board, who meet monthly, examine the accounts, pass payments, and advise the board on all financial questions (i.e., investments, etc.).

A nursing committee is appointed, as a sub-committee of the house committee, to control the nursing details, and to this committee (meeting monthly) the matron reports directly.

The Samaritan Committee (five members) deal with the Special Samaritan Fund—details of which follow (10).

The medical committee consists of the honorary and assistant staff, viz. :—honorary physicians (four); honorary surgeons (four); honorary obstetric officer

(one); honorary ophthalmic surgeon (one); honorary aural surgeon (one); assistant physicians (two); assistant surgeons (two); assistant obstetric officer (one); physician to skin department (one); dental surgeon (one). Thirteen of these are honorary officers, the assistant physicians and assistant surgeons receive an honorarium of £100 per annum, and the dental surgeon, £50. The committee meets monthly, and advises the board on all professional questions.

4. The internal administration is controlled (under the Board) by a House Governor and Secretary who is the chief executive officer. In all matters (other than treatment of patients) he is head of the household.

The Matron (a certified nurse) is responsible for the nursing department, and under her the Assistant Matron controls the house-keeping.

5. The hospital receives in-patients from a very wide district, covering much of Wales and the counties of Worcestershire, Staffordshire, Herefordshire, Oxfordshire, Shropshire, Northamptonshire, as well as Warwickshire.

The out-patients come from a more restricted district as a rule, though many travel long distances.

The casualties come principally from the nearer neighbourhood (see 6).

6. A mile circle drawn on an ordnance map round the hospital covers the poorest parts of the city, viz. :—from Aston Cross to Five Ways, Broad Street, and from this district quite two-thirds of the minor casualty cases come.

7. The enquiry officer (one of the house governor's clerks) sits in the entrance to the out-patient department, and enquires into the social circumstances of the out-patients and of the casualties (on their second visit). Experience shows that a very small proportion are in a position to pay for treatment, and these are at once referred (in general terms) to medical men or their club doctor. Any doubtful case is referred to the house governor who makes written enquiry to the employer or recommender before next attendance.

8. In cases of accident or sudden illness "first aid" is always rendered, and the case enquired into on the second attendance.

9. One difficulty in Birmingham (which I believe does not arise in London) is that the friendly society and other sick clubs do not provide for *surgical* treatment by their club doctors, so that cases come to the hospital for surgical treatment who would go to the club doctor for a medical condition.

10. There is a Ladies' Committee (wives of honorary staff) which assists the Samaritan Committee by organising a system of visitors to patients at their own homes after discharge from the hospital, and these, by means of orders on tradespeople, give help in kind to the needy who, after a stay of three or six weeks in the hospital, are not able to return at once to work, or if they do, receive no wages till the end of the week. The number of cases helped is limited by the funds at the disposal of the Committee, but last year £146 ls. was so spent besides money grants, rail and cab fares to reach their homes, amounting to a further £63 13s. 8d. or £209 14s. 8d. in all.

11. As a very large proportion of the patients treated at the General Hospital are of the poor working and unemployed classes, it follows that when ill they require assistance, and as the number of beds in the General and Queen's

APPENDIX No. CXXI. —*Continued.*

prevents the admission or retention as in-patients of cases which can be treated (from the medical or surgical point of view) as out-patients—many who, while by no means destitute when well, require assistance when unable to work, especially is this the case of persons with fractured legs and thighs whose limbs are put in plaster and who then need to lie up for six weeks or three months but who need no hospital treatment during that time.

12. There is some difficulty in dealing with these cases, as the parish of Birmingham authorities decline to deal with cases not legally "chargeable" to them. Many of the streets and courts from which the poor come are partly in the parish of Birmingham, and partly in the parish of Aston, and the patients who have never received any relief almost always reply "lived in Birmingham all my life," or "for years." If these cases are not suitable for admission at the General Hospital or there are no beds available there is considerable difficulty in dealing with them.

13. The Local Government Board have laid down (after appeal to them) that it is the "duty of the relieving officer of the parish in which the destitution arises to deal with the case," but the Birmingham authorities say that the destitution "arises" in the parish *from* which the person came, while the Aston authorities state that the destitution "arises" in Birmingham, and they have no power to send into another parish to remove the person.

14. The difficulties have increased since the erection of a Rowton House which is situated in the Local Government Board parish of Aston, from which a large number of cases are brought.

15. It is the practice of the police to bring all cases found in the street ill or injured to the hospital. Many of these are cases due to want or drink, some to chronic conditions (*i.e.* ulcered legs) which cannot be admitted or if admitted for some urgent condition have nowhere to go on discharge from the hospital.

16. The Birmingham authorities remove cases on notification who are "chargeable" or who have lived for more than a year in Birmingham parish, but decline to remove cases which were admitted to the hospital from an address in the parishes of Aston, Handsworth, King's Norton, or West Bromwich.

17. There is also much complication about burials of the destitute poor, as the Birmingham authorities decline

to undertake the burial (except at the cost of the hospital) of patients who were admitted to the hospital from outside their parish, while the Aston authorities state that they can only be responsible for deaths which occur within their parish.

18. A recent case has occurred of a poor man brought from Rowton House by the police, who on arrival was found to be dead, his body was therefore placed in the mortuary and the coroner communicated with. The Birmingham authorities stated that he was brought from the Aston parish and so they were not responsible. The Aston authorities stated that as he died in Birmingham they were not responsible, the hospital therefore had to pay the expense. It was admitted that if the policeman had taken the body to the Police Mortuary at Moor Street the Birmingham authorities would have buried, and if taken to the Birmingham Police Mortuary at Duke Street, which is in the parish of Aston, the Aston authorities would have buried, but as the body was brought to the Hospital Mortuary the hospital governors are left responsible.

19. Two other cases I should like to quote as samples of what has recently happened:—A woman receiving an annuity of 4s. a week as compensation for the death of her husband was admitted for treatment. On her discharge (incurable) her friends stated they could not look after her, and after some correspondence with the parish authorities they agreed to accept her on condition of the friends paying over the annuity. The second was that of an old woman of ninety-three who was admitted with a fractured thigh. A philanthropic lady was allowing her daughter (married) who kept a small huckster's shop in Pope Street 7s. a week to look after the mother. The parish authorities stated they could not receive the old woman, but she must go to her daughter's shop; the hospital ambulance was lent and the woman removed. Some days later the parish authorities sent for her, but she had died in the meantime.

20. The above facts and figures can be proved from the books and records of the hospital, but are given only as samples of the difficulties which arise in Birmingham, partly due, in my opinion, to the complication of the parishes and the differences of interpretation of the Poor Law.

21. I enclose a copy* of the history of the hospital, and of the last published annual report* and shall be glad to supply any further information in my power.

APPENDIX No. CXXII.

STATEMENT OF EVIDENCE BY MR. H. CROPLEY, F.R.C.S. (ENG.), D.P.H. (LOND.),
NORTHAMPTON.

PROVINCIAL URBAN CENTRES—MIDLANDS

1. I am now and have been for the last thirteen years medical officer to the Northampton Workhouse and Infirmary. I was for eight years Medical Officer of Health to the Kingsthorpe Urban District Council, which was incorporated with the borough of Northampton about six years ago.

2. The sanitary authority being the Town Council have an isolation hospital for infectious cases, with accommodation for about 100 beds, to which persons of the lower and middle class are admitted without payment; they also take in all cases of infectious disease from the workhouse, payment being made by the guardians. The sanitary authority also have a small hospital to which a few cases of advanced phthisis are admitted, as a preventive measure; these are almost entirely from the working class; a few cases in the earlier stage are also sent by the sanitary authority to sanatoria (Welling). At the present time steps are being taken to provide a sanatorium for consumptives in the town and county by voluntary efforts, the site having already been purchased.

3. In connection with this I might say that we have a ward at the workhouse infirmary for consumptive patients only.

4. The Poor Law for the Northampton urban and rural districts is administered by the Northampton Board of Guardians—the population being Northampton county borough, 87,021; rural, 6,420—the medical relief being carried out by myself for the workhouse and infirmary, three outdoor medical officers for the borough and immediately adjoining districts, and one or two for the outlying districts; all drugs are supplied by the guardians for the workhouse and infirmary, the outdoor medical officers providing drugs, except quinine and cod liver oil, which is supplied by the guardians.

5. The General Hospital for the town and county contains 160 beds, with a large out-patient department; patients from this are drawn from the lower and lower middle classes, to the greatest extent from the working class, being received by letter, out or in-patient, according to requirements, these being obtained from subscribers,

* Not printed.

APPENDIX No. CXXII.—*Continued.*

either private or from subscriptions collected from the workpeople at the factories.

6. The Victoria Dispensary, an old institution, originally established by voluntary effort, but now chiefly supported by payments from the members, of which there are from 12,000 to 15,000, chiefly of the working class, the payment being 1s. per month for a man and his wife and all children under sixteen years of age, servants 5s. per annum. Five medical men practising in the town are attached to this, the members having the privilege of selecting which one of the five they prefer; patients are seen either at the dispensary, the doctors' surgeries, or their own home. No doubt many of the poor, even after reaching the stage of receiving outdoor relief from the guardians, still continue to pay their subscriptions in preference to accepting Poor Law medical relief, due no doubt to the dislike of changing their medical attendant.

7. The Friendly Societies Medical Institute has a very large membership, probably 15,000. The husband or sons being a member of one of the friendly clubs, the rest of the family are admitted for a small payment—10s. per annum—and receive treatment as in the case of the Victoria Dispensary, the Institute employing two medical officers of their own.

8. Beyond this several medical men practising in the town have their own private medical clubs, run on similar lines to the above; many, no doubt, after improving their circumstances still continue to take advantage by obtaining their medical attendance at the low rates of payment quoted.

9. The Nursing Institution, which is supported partly by voluntary effort, but also receiving £60. per annum from the guardians, send out five or six Jubilee nurses, who visit the poorer members of the community, on receiving a card from the medical man in attendance; these nurses can only remain a very short time with each patient, but the instructions they give are most useful.

10. I do not think the work of medical relief by the sanitary authorities and the Poor Law overlap to any great extent, the workhouse having no convenience for the isolation of infectious cases, the guardians are glad to avail themselves of the Borough Infectious Hospital.

11. The few consumptives in the hospital of the sanitary authorities could be readily accommodated in the workhouse infirmary at a fraction of the expense.

12. I am not in favour of municipalising the General Hospital; it is well managed and doing a great work, not only for the very poor, but for many not of the artizan class, but who are too poor to obtain the special treatment necessary in their cases.

13. The board of guardians contribute an annual payment of fifty guineas to the General Hospital, for which we have the right to send any cases requiring special treatment not obtainable at the workhouse infirmary.

14. I do not think it would be wise to interfere with institutions such as the Victoria Dispensary and the Friendly Societies Medical Institute, with the view of bringing them under the control of a central authority.

15. I do not think that the health of the community in this district suffers from the insufficiency, either in the amount or quality of the medical assistance obtainable, this town being especially favourably situated, in that the poorer classes are able to obtain excellent medical attendance for such a low scale of charges.

16. I cannot speak of the work of the outdoor medical officers (Poor Law) having increased or not, but in the workhouse infirmary, within the last six or seven years, the number of patients has increased from about ninety to 190.

17. I should like to make a few observations on the medical aspect of the casuals; firstly, I strongly support the idea of forming labour colonies for these persons, with forced detention, securing their future freedom by their industry and good behaviour; my reasons for this being the frequent carrying of infectious diseases, such as small-pox, etc., from an infected district to others free from the disease, also that a very large number of these persons are suffering from diseases that require treatment, who are pushed along from one casual ward to another, so much so that if I took into our infirmary all that one might feel inclined to, the place would be filled with these people in a few months.

18. At the present time there are in the workhouse a large number of able-bodied men and women, the former being occupied in the unremunerative task of breaking stones or chopping wood. Two years ago I brought before the committee a scheme for purchasing a large house situated 1,200 yards from tram terminus, with 25 acres of arable land; the house was large and quite new, the whole lot could have been obtained for £2,500, less than half its cost. My proposal was to take about fifty of the able-bodied men from the workhouse, having made the house suitable for their reception, then to utilise them in cultivating the land by spade labour, thus producing all the vegetables required for the workhouse and infirmary; removing the pigs from their present position, viz., near to the infirmary; in this way at least one fat pig a week would have been provided; and seeing that more than £300 a year is spent in potatoes alone, I estimated that after all expenses had been paid, and these fifty men kept, a profit would have been made.

APPENDIX No. CXXIII.

STATEMENT OF EVIDENCE BY MR. R. J. CURTIS, SOLICITOR, CLERK (SINCE 1903) TO THE GUARDIANS OF THE KING'S NORTON UNION, PREVIOUSLY CLERK TO NORWICH INCORPORATION, AND FORMERLY ASSISTANT CLERK, KING'S NORTON UNION.

PROVINCIAL URBAN CENTRES—MIDLANDS.

I.—KING'S NORTON UNION ADMINISTRATION.

1. The King's Norton Union was formed in 1836, and its area has remained unchanged.

2. The Table appended furnishes statistics as to the several parishes comprising the union. (Appendix No. CXXIII. (A).)

3. Prior to 1873 the union was almost entirely rural and residential. Since that date a very great change has taken place. The population has increased from 66,800 in 1871 to 187,085 in 1901, and it is now estimated at 230,000. The rateable value has increased from £300,000 to £1,100,000, in the like period.

Smethwick parish contains the largest number of poor people, and that borough together, with Balsall Heath, furnish approximately three-fourths of the paupers.

These parishes consequently derive considerable advantage from their union with parishes having comparatively very little poverty.

An illustration in opposition to the suggested transfer of Poor Law administration (and the consequent incidence of charge) to counties and county boroughs is offered by the case of Smethwick, which, on April 1st, 1907, becomes a county borough. That borough now supplies nearly one-half of the King's Norton Union pauperism, and contributes less than one-fourth to the expenditure.

4. *Indoor Provision for.*—The indoor poor were housed at the old workhouse at King's Norton Village from 1836 until 1872, when the present workhouse at Selly Oak was opened, providing accommodation for 400, including the sick and children.

APPENDIX No. CXXIII.—Continued.

In the year 1887 the guardians provided cottage homes (grouped) at Shenley Fields for the children permanently chargeable. The pavilion at the workhouse previously occupied by the children was then used as an infirmary for female patients, and with great difficulty was made to suffice until September, 1897, when the present infirmary buildings were opened for the sick and infirm requiring medical treatment and skilled nursing. Extensions to this infirmary are now in progress which will provide about 250 additional beds.

In the year 1904 a pavilion was erected at the workhouse, providing accommodation for 150 female patients.

From time to time the guardians have availed themselves of opportunities of acquiring land in the vicinity of the workhouse, although the same has not been required for immediate use. In 1897 they caused a scheme plan to be prepared showing how the available land could best be utilised having regard to the probable needs of the future. This plan has been found of great service in guiding the guardians to execute as necessity arises parts of what will ultimately be a comprehensive and cohesive scheme. Vagrants wards (on separate cell system) were erected at a cost of £5,000 in a detached position from the workhouse.

5. The following comparative table shows the number of paupers (excluding vagrants) on January 1st, 1896, and 1906 :—

—	1896	Proportion to population.	1906	Proportion to population.
Indoor -	575	1 in 261	943	1 in 233
Outdoor -	1,963	1 in 76	2,201	1 in 100
Lunatics -	261	1 in 694	415	1 in 530
	2,799		3,559	

6. On October 1st, 1906, the guardians were relieving 1,489 individuals singly; of these 1,030 were over sixty years of age, and 154 were children under sixteen.

On the same date 334 heads of families were relieved with 1,010 dependents; 131 of the 334 were over sixty years of age.

7. *Out-Relief Arrangements.*—The union is divided into five out-relief districts. There are five relieving officers, one general assistant, a lady relief visitor, also an officer for settlement and desertion cases.

There are eight district medical officers, two of them acting in the remote rural areas.

Each relieving officer resides, and has an office within his district. The relief committees meet in sections at convenient points for the applicants to attend (except the few from the remote rural districts).

Periodically special meetings of the relief committee are held at each pay station, and every case is reviewed or a medical certificate produced accounting for their non-attendance.

Prior to this revision each applicant is required to fill in written replies to questions, and this form is before the guardians when interviewing the applicants.

8. Ample provision has been made by the guardians for the needs of the poor residing within the union. A cordial spirit of co-operation prevails amongst the voluntary agents, the guardians, and the public officials.

9. An analysis of the expenditure of the board for the year ended Michaelmas, 1906, gives the following results :

Maintenance and Shelter of the Poor :—

	s.	d.
Food and clothing -	3	9½
Shelter -	4	6½
Outdoor relief -	3	3¼
Lunatics in asylums -	3	8¼
	15s.	3¼d. of every £.

Administration :—

	s.	d.
Salaries and wages -	2	9½
Officers' food -	-	10½
Other charges -	1	0½
	4s.	8¾d. of every £.

Total 20s.

10. *Special features of Administration :—*

(a) Systematic revision of all cases chargeable.

(b) Out relief committee meeting in sections. Each section (except the chairman) changing districts half-yearly.

(c) *Infirmary.*—The infirmary was designed as a building to be separately administered. Having carefully considered the method of administering under a medical superintendent, the guardians submitted to the Local Government Board a scheme whereby a matron would have charge of the nursing and internal administration, a steward (non-resident) being responsible for the books, stores, and outdoor labour; the resident medical officer, having no administrative duties. The Local Government Board with considerable hesitation sanctioned the experiment, which proved a complete success and has since been copied in other unions.

(d) *Experiments with Able-bodied Men.*—Within the last two years the guardians have sent ten able-bodied men to the Farm Colony at Lingfield. Of these four have been emigrated to Canada, three others are going in April, one obtained a situation and is doing well in England, and one is still at the colony. Another absconded and has since been sent to prison for three months for neglecting to maintain himself.

(e) Classification quarters for aged women.

(f) Co-operation with a voluntary agency for the care of young unmarried mothers.

(g) A lady relief visitor who devotes special attention to :—(a) Widows and children relieved; (b) applications for admission to maternity wards; (c) cases recommended for special class of aged and deserving; (d) boarding-out.

II.—INDOOR AND OUTDOOR RELIEF.

11. With regard to the respective merits of indoor and outdoor relief, I think every case should be dealt with according to the circumstances.

I do not think it possible in these days for any board to successfully adopt a policy of indiscriminately refusing outdoor relief, but I hold that the right policy is that of strict administration, which means first that guardians shall insist upon complete enquiry, and have the fullest information with regard to each case, and then that the guardians, acting as conscientious trustees of public money, shall form a painstaking judgment as to the kind and amount of relief which is necessary.

Strict administration thus implies a high standard of public duty, and imposes what is a hard task upon unpaid administrators, for it is a work involving much vigilant care to make certain that in every case where relief is given the same shall be sufficient for the necessities of the applicant, and shall be given in accordance with sound public policy.

I believe when outdoor relief is given it is the plain duty of guardians to ensure that the relief is adequate to the circumstances, and I have no patience with those guardians who are ever ready to give each applicant a small weekly dole, the amount of which is frequently quite out of proportion to the plea of destitution which is the alleged cause of the application for out-relief. These guardians say, "We know that the relief will be supplemented by other sources of income." When that supplementation is help by the applicant's relations there is no very serious objection to it, but when it takes—as so frequently is the case—the form of earnings by the pauper's own work, it is a very serious matter, for it is obvious he is kept on the labour market, and enabled to do work which otherwise would be done by independent labourers by means of a subsidy paid out of the poor rates. Thus the position of the independent labourer is damaged, and impulse towards temperance and thrift impeded.

III.—COMBINATIONS OF BOARDS FOR SPECIAL PURPOSES.

12. I enclose a report* I have just prepared, which details the work of a joint committee of the Birmingham, Aston, and King's Norton Boards in the provision of a colony for epileptic and feeble-minded persons.

In my opinion the existence of a number of casual wards in fairly close proximity to the city of Birmingham.

* Not printed.

APPENDIX No. CXXIII.—*Continued.*

and to each other, tends to encourage vagrancy, as it operates to induce casuals to remain in and around the city and to go from one casual ward to another. The result is that the wards are generally overcrowded to such an extent as to preclude the possibility of systematically enforcing the prescribed tasks of work or of detaining the casuals for the prescribed periods. There are six casual wards within a radius of about seven miles of Stephenson Place, and ten within four miles.

I think the three boards should combine in order to deal with this matter. A Conference to consider my suggestion was held in December, 1905, but action deferred pending issue, and consideration of the Report of the Departmental Committee on Vagrancy.

IV.—SUGGESTIONS.

13. My personal views were largely embodied in those which I have already submitted to the Commission in my capacity as President of the National Poor Law Officers' Association. I have refrained from repeating those matters in this statement, but shall be pleased to reply to any questions thereon.

In addition thereto, I desire to add the following:—

(a) With respect to voluntary institutions, it not infrequently happens that persons maintained therein become chargeable to the Poor Law unions within whose area the institution is situated. The time of such residence ought to be excluded in ascertaining whether a person so residing has gained a status of irremovability from the union, or a legal settlement in the parish in which the voluntary institution is situated. The King's Norton Board has suffered considerably from the absence of such a protection.

(b) All institutions (whether voluntary or rate-provided), dealing with mentally defective persons should be registered, and placed under inspection by medical men from a central department.

(c) Mentally defective children (except those certified under the Idiots or Lunacy Acts) should be under the care and control of education authorities, until sixteen years of age, and be dealt with either in special day schools, or in boarding schools, according to the requirements of the cases. Those who needed institutional care after sixteen years of age, should be detained under medical advice. If their parents can pay the full cost of maintenance, such patients should be classed as private patients, and sent to some registered institution. The rest should be dealt with by boards of guardians.

(d) No electoral disability should attach to the father or mother of any person maintained out of the rates (either wholly or partially) in an asylum, or a registered institution for the care and control of epileptics and feeble-minded persons.

(e) If they received a grant in respect of epileptics and of feeble-minded persons maintained in institutions provided to the satisfaction of the central authority, I believe that the boards of guardians having a number of cases would (either alone or in

combination) readily provide suitable accommodation. The boards having but few cases could contract with some registered institution to take their cases. A reasonable time (say one or two years) should be allowed guardians to do this. After the expiration of that period it should be the duty of the county council at the request of any boards of guardians, or of any twenty ratepayers, to hold an inquiry as to the necessity for the establishment of a colony or other suitable institution for the district. County councils should be empowered, if they think fit, to constitute a district, and to direct that a colony or other institution be established for any place, places, or area. From the decision of the county council there should be a right of appeal to the Local Government Board.

(f) All registered institutions should be empowered to take paying cases. The existing voluntary institutions should be given full opportunities of registering, subject to their complying with the requirements of the central authority.

(g) Phthisis is a prolific cause of pauperism. Rarely do the sufferers apply to the guardians for aid until all hope of cure or relief is passed, and rarely will the sufferer leave his or her home and enter the infirmary, and so avoid infecting others. It is high time some definite action was taken, and to deal with this question effectually it would seem to be necessary to establish: (1) Compulsory notification; (2) Sanatoria by the health authorities; (3) Tubercular dispensaries at our hospitals; and (4) to give health authorities power to compel isolation.

V.—CONCLUSION.

14. There is no one panacea for the problems of poverty and unemployment.

They must be combated by a combination of efforts, the chief of which, in my opinion, are:—

(1) The promotion of temperance in all its ways.

(2) Educational advance, particularly in technical training and the inculcation of thrift and self-reliance.

(3) Better housing—this as much in our villages as in our towns.

(4) Inducements for the rising generation of our villages to remain on the land.

(5) Less labour by women and children.

(6) The custodial care of the feeble-minded, so as to prevent as far as possible a continuance of the growth of the unfit.

(7) Removal of the "unemployables" from the labour market, where they are a drag, to labour colonies, where they should be made to do what their physical capacity will allow towards the cost of their support.

(8) The establishment, on a practical basis, of means whereby men thrown out of employment can be aided and guided in their search for work, and not left to wander aimlessly about the country.

APPENDIX No. CXXIII. (A).

Paper handed in by Mr. R. J. Curtis, King's Norton.

KING'S NORTON UNION.

Parish.	Area in Acres.	Population, Census 1901.	Population estimated 1907.	Rateable Value 1906.	Number of Guardians.	Rate in the £ for Poor Law Purposes, including Rate Collection.
Harborne - -	1,482	10,113	13,318	£ 54,467	2	1s. 2½d.
Edgbaston - -	2,606	26,486	29,262	230,445	5	1s. 2½d.
Balsall Heath - -	454	38,827	38,827	148,586	4	1s. 2½d.
Smethwick - -	1,929	54,537	66,500	251,145	5	1s. 2½d.
Beoley - -	4,477	565	500	6,217	1	1s. 3¼d.
King's Norton - -	11,678	35,788	48,800	254,269	8	1s. 1¾d.
Northfield - -	5,951	20,767	30,345	125,017	3	1s. 2d.
Total - -	28,577	187,083	230,681	1,070,146	28	

APPENDIX No. CXXIV.

STATEMENT OF EVIDENCE AS TO THE ADMINISTRATION OF THE KING'S NORTON UNION COTTAGE HOMES (VILLAGE SYSTEM) PREPARED BY MR. CHAS. T. DAVIS, SUPERINTENDENT.

PROVINCIAL URBAN CENTRES—MIDLANDS.

1. Both myself and my wife, the matron, are certificated teachers, and have had the management of children since we were thirteen years of age. We commenced our work under the Poor Law sixteen years ago, as schoolmaster and schoolmistress at these Homes, and three years later were appointed superintendent and matron.

2. *Accommodation and Training.*—The Homes are situated in a healthy country district within the Union, but about $2\frac{1}{2}$ miles from the outskirts of the urban area from which the children are drawn.

The site comprises about 13 acres of land; and the village, which is arranged on either side of a central drive, consists of:—

One Home accommodating twenty children.

Eight Homes accommodating twenty-four children each, and

One Home accommodating twenty-eight children; all with good playgrounds adjoining.

A Probationary Home with accommodation for eight boys and eight girls, where children can be isolated on admission, if necessary, before mixing with the other children.

An infirmary with accommodation for eight boys and eight girls for the nursing of the sick.

The superintendent's house, which is placed at the entrance, with office and stores accommodation adjoining.

A mixed school to accommodate 240 children, with playgrounds for boys and girls, which is conducted on the lines of an ordinary public elementary school, and has an efficient staff of duly qualified non-resident teachers.

Well-equipped workshops, including shoemakers' shop, carpenters' shop, smithy and fitting shop, and tailors' shop, with boiler and engine houses, water tower, yard, etc., adjoining, where the elder boys are trained in the various trades, preparatory to being placed out.

A swimming bath which is converted during the winter months by means of a movable floor into a gymnasium and drill hall.

A playfield with see-saw, swings, climbing ropes, and climbing ladder.

Seven acres of land under cultivation which produces practically all the vegetables, etc., and a great deal of the fruit necessary for the institution as well as affording additional training for the boys.

3. *Classification.*—Five of the Homes are for boys and five for girls and infants. The children are admitted from three years of age, and may remain up to sixteen. Some little ones are placed in each of the Homes for the reason that we consider it is not only an education in itself for the elder children to care for and help to look after the little ones, but it makes the Homes more like real homes, and having the care of the little ones has a softening and good effect upon the characters of the elder children. Experience has proved, however, that it is inadvisable to mix the sexes after seven years of age as many, even at the most tender ages, have previous to admission, not only been accustomed to hear immoral conversation, but have even witnessed immoral conduct.

4. *Foster Parents and Trainers.*—The children address their foster parents as father and mother, and great care is taken to appoint suitable persons for the offices. Children are naturally very impressionable, and good example is a most important factor in the training. It is therefore essential that thoroughly respectable, capable, industrious people, as well educated as possible, should have the care and training of the children in the Homes and Industrial Departments; people whom the children will always look up to and respect, and who also set them an all round good example.

Owing to the difficulty of obtaining suitable married couples the guardians decided, some five years ago, to

appoint no more except for the Home accommodating twenty-eight children, which was built for the elder boys, and the foster father of which is my general assistant, drill instructor, etc. As vacancies occur foster mothers only are appointed for the other boys' Homes, and non-resident industrial trainers for the workshops. By doing this there is the two-fold gain—more capable women can be secured for the management of the Homes, and younger and better men can be appointed as industrial trainers, the incumbency question not having to be taken into account.

5. *Home Life and Training of Girls.*—There is no uniformity of dressing.

The domestic work generally, including the cooking and washing, and also the knitting and much of the sewing, is done in the Homes by the foster mothers, assisted by the elder children. When additional assistance is necessary a respectable charwoman is employed.

The girls, who as a rule go to service, undergo their final training in the superintendent's house under the direct supervision of the matron. By this arrangement the girls obtain a good all round training, and the matron gets a better knowledge of them and their individual good points or failings. Suitable places can then be chosen, and wages arranged according to capabilities.

6. *Food Supply.*—There is no fixed dietary. The foster-mothers on the first day of the week make requisition for supplies, based on a weekly allowance scale, according to the number of children. A maximum per head is laid down but seldom reached. Stores are given out for the week with the exception of meat and bread, which are distributed twice weekly, and milk which is given out twice daily. Meals are prepared as in a private home giving as great a variety as possible. Each foster-parent gets to know the individual requirements of the children under her care, and therefore a child is served with only as much as it needs. By this arrangement there is no waste. All food over from the meals is put away and properly prepared for subsequent meals. This system is economical, teaches the children not to be wasteful, and also makes the most of the food.

7. *Recreation.*—Great attention is given to recreation and physical development. Experience has proved that it is unwise to allow children to sit or stand about perfectly idle and listless. They should be found material for amusement, and instructed in respect of play as well as work. Some five years ago the guardians appointed a drill and gymnastic instructor, who also teaches the boys swimming, and instructs them in their games. The difference in our boys since they have had their leisure time properly occupied, enjoyed organised games, and spent long winter evenings pleasantly in the gymnasium has been most marked. The elder boys also have small gardens, and prizes are given for the best.

8. *After Care.*—If success is to be assured much has to be done, and a real interest taken in the children after they leave the Homes. Suitable places are found, they are visited when necessary by the matron or myself and are encouraged to visit and spend their leisure time at the Homes. The spending of their leisure time at the Homes not only keeps us in touch with them, but minimises the danger of them forming undesirable companionship. A judicious, kind, and firm oversight for a few years guides them aright at a very important time of life, any clinches the good work that has been begun at the Homes. The boys and girls know too that they have friends to whom they can turn in time of trouble and failure; are sometimes prevented. It is commonly thought that any well-intentioned person can do this important work, but if the best results are to be obtained it should in my opinion be undertaken by those who have lived with the children, gained a knowledge of their individual characters, and won their love and respect.

APPENDIX No. CXXIV.—*Continued.*

9. *Aid to Working Children.*—In adopting the Cottage Homes System the end in view is the reducing of pauperism in the future. If this is to be successfully accomplished in addition to rearing the children to the age of fifteen to sixteen years, and keeping them away from the influence of undesirable relatives or friends, it is necessary to be able to extend a helping hand in time of need certainly up to the age of eighteen years. Guardians are permitted under the Poor Law Amendment Act 1899 to adopt children up to that age, but under the existing orders they are debarred from doing what proper parents would readily do, viz. :—

(a) Give a little pecuniary assistance when necessary to boys when they are first placed out, and are unable to earn quite sufficient to maintain themselves.

(b) Treat the Homes as a real home for the children, and be allowed to re-admit and draw rations for children between situations up to the age stated.

I beg, therefore, respectfully to recommend that such powers be given to guardians, and in explanation I might add :—

(a) All boys are not equally smart, and good situations have sometimes to be passed over because employers are unable to give a sufficient wage at first for the boys to maintain themselves. The number of suitable situations where boys can live in are getting more limited day by day. I do not believe in taking any kind of a situation simply to get rid of the boy. If our boys are to be satisfactorily lifted from the level of pauperism they should be put to a trade or some kind of employment that is permanent and kept out of the casual labourers' market

(b) It naturally happens from various causes, not always the fault of the child, that changes have to be made in situations, and it would be of great assistance if guardians were able to re-admit for short periods any of the old scholars up to the age of eighteen years.

APPENDIX No. CXXV.

STATEMENT OF EVIDENCE BY MR. J. T. DICKINS, MEMBER OF BOARD OF GUARDIANS AND OF DISTRESS COMMITTEE, NORTHAMPTON.

PROVINCIAL URBAN CENTRES—MIDLANDS.

1. Northampton union consists almost exclusively of the wage-earner engaged in the shoe industry with a limited number of residential inhabitants, retired tradesmen, etc., workers in shoe and pinafore factories, breweries, building contractors, etc.

2. A stoneyard which was opened for the employment of able-bodied men was found to be costly and uneconomical after two years or thereabouts continuous opening and showed no diminution of the number of applicants. Exhaustive enquiries were made by the board, resulting in its being closed and not since reopened.

The wisdom of this step was proved by the fact that in a very short time a great number of the men found employment elsewhere and ceased to be a burden on the rates.

3. The guardians have six scattered homes for children, five of the homes have been purchased and one home rented during the last two years. Some are situated in principal roads, necessitating heavy expenditure coupled with furnishing and extra officialism. I view this outlay with a certain amount of misgiving, as up to the present time I have not seen beneficial results sufficient to justify the expenditure incurred.

4. *Indoor Relief.* This has been kept within reasonable limits, but the contributions from chargeable persons have not been sufficiently enforced and great difficulty is experienced in collecting the board's orders towards maintenance.

5. *Out-Relief* has been granted by the board in many cases in which the amount of money coming into the home exceeds the average wages earned by the working class in the district, thus proving an absence of destitution. This policy is due to the presence on the board of a certain number of members who hold advanced socialistic views and are constantly advocating increased relief.

6. The classes of persons applying for relief are the destitute, infirm, aged, deserted wives and families, diseased, degenerates, etc.

7. The chief causes of pauperism are old age, infirmity, increased usage of machinery and stringent conditions of the trades union laws as to wages and conditions of labour. The last mentioned accounts in a great measure for the increase of pauperism in throwing out a number of middle-aged workmen from the various factories, and as no suitable employment has so far been found to absorb this increasing class of labour the great majority of them eventually become chargeable to the Poor Law fund.

8. The classes of persons seeking election as guardians are members of the town council (about one-fourth), representatives of trade unions and friendly societies, tradesmen and rural members, principally agriculturists.

9. I would recommend :—

(a) Additional power to enforce board's order for contribution from chargeable persons towards maintenance.

(b) Higher standard of qualification for board members including a longer period of residence as a ratepayer.

(c) A more uniform administration of Poor Law throughout the country by the issuing of Local Government Board Standing Orders with a maximum and minimum scale of outdoor relief which would correct some of the existing anomalies in administration and would tend to reduce the consequent increase of the burdens of Poor Law which of recent years have had a disastrous effect on trades generally throughout the country.

APPENDIX No. CXXVI.

STATEMENT OF EVIDENCE BY MRS. EDDOWES, MEMBER OF BOARD OF GUARDIANS,
ASTON UNION.

PROVINCIAL URBAN CENTRES—MIDLANDS.

1. My qualifications and experience are : nearly nine years a member of the Aston Board of Guardians ; thirty years a district visitor in a manufacturing town, Leicester, and in an agricultural district ; many years a worker for the Girls' Friendly Society, and, while a guardian, rescue work amongst the workhouse girls.

2. One of the most successful changes in Poor Law work has been the removal of children from the workhouse to the cottage homes, where they are brought in small numbers under the influence of a foster-mother, with family life. An experiment has lately been tried at Aston of keeping the "ins" and "outs" in one home, apart from the other children ; this appears to be successful also, removing an unsettling element from the homes as a whole. I should like to see some alterations in the law which would prevent children being taken about the country, hop and pea-picking during the summer, and brought into workhouses for the winter.

3. I should like to give temporary out-relief to the head of a family out of employment. In cases of old people who can care for themselves, I would also give it, but the sick and infirm old would not be properly fed and nursed by relatives or comfortably housed, and no "adequate" outdoor relief would insure this. There is a strong desire on the part of sons and daughters to get their parents into the workhouse, getting rid of all responsibility, and the workhouse is now so comfortable that the old people are willing to come. Many such cases are refused by the guardians where old people are not ill.

4. The chief causes of our pauperism are, I believe, drink, betting, very young improvident marriages, and

the hire system of procuring household goods. Directly the man is out of work or there is any illness, the young couple have to come into the workhouse, and are often three or four months, or longer, before they can make a fresh start in life.

5. In the city of Birmingham there appear to be many men out of employment at about fifty years of age, owing to the Workmen's Compensation Act, and this helps to throw their relatives on the rates.

6. The class of persons seeking election as guardians now is largely "Labour" men and women, and all in favour of increased wages and out-relief.

7. We have a sufficient staff of very good relieving officers, and I think all cases are thoroughly investigated, and all facts brought before the guardians at the relief committees.

8. The Girls' Friendly Society has been working at the cottage homes for some six years, and is useful in after-care of the girls. When they go to service they are visited regularly by a lady, and the guardians receive reports from her. The girls are well instructed in the principles of the society, and I am not aware that any girl so sent out has returned to the workhouse.

9. The Magdalen Society helps girls who pass through the maternity wards by trying to find situations for them and homes for their infants, also with gifts of money and clothes. It is doing a really splendid work, and it should be part of the business of every woman guardian to do something of the kind, as without such help girls return many times to the workhouse, and finally stay there with several children.

APPENDIX No. CXXVII.

STATEMENT OF EVIDENCE BY MR. HENRY FISHER, RELIEVING OFFICER OF THE
KING'S NORTON UNION, SINCE MAY, 1889.

PROVINCIAL URBAN CENTRES—MIDLANDS.

Medical Assistance of the Poor.

1. (a) A sanitary authority, town council, etc., renders us no assistance whatever at the present time, not even a fever hospital, which has been a very awkward and unpleasant matter for the relieving officer.

(b) The Poor Law is the only source for providing medical relief to the absolute poor in my district, and this, in my opinion, is done without being an incentive to pauperism and with very little, if any, imposition, this being due to the diligent and strict investigation pursued by the relieving officer and working hand in hand with the medical officer, who not infrequently renders valuable assistance to the relieving officer by receiving voluntary information respecting people's position. Every application for medical relief is thoroughly investigated in my district, and I can positively say that I use an equal amount of care and discretion in deciding what is a genuine and proper case for medical relief as I do in any kind of case for relief other than medical, without which I can believe it would be an incentive to pauperism and imposition. Relieving officers should act independently, and absolutely ignore outside recommendations and interference.

(c) Voluntary effort, hospitals, medical clubs, etc. There are no hospitals in Smethwick, but many poor people (such as people who do not desire to receive medical relief) are assisted by voluntary effort, with notes for the Birmingham and West Bromwich Hospitals to a very large extent, and which very materially reduces the medical relief in Smethwick. There are medical aid clubs in the borough which take patients at 1d. per week for each adult or child. The class of person most assisted are those whose position does not permit them to pay for the services of a private medical practitioner, such as labourers, ironworkers, self-taught mechanics, and even the better-class mechanics with large families. Probably the agents who seek members for the medical aid clubs are very frequently deceived, and often the private medical practitioner imposed upon, owing in a great measure to lack of investigation and the anxiety of the agent to get commission. As to the recipients of hospital notes, more strict investigation exists at the present time than was the case a few years ago.

Poor Law.

2. With regard to the respective merits of indoor and outdoor relief I think that :—

APPENDIX No. CXXVII.—*Continued.*

(a) Indoor relief is undoubtedly the proper relief in the following cases :—

Able-bodied males and females without children.

Women with illegitimate child or children.

Women living apart from their husbands, whether deserted or separated under the Married Woman's Separation Act, with or without children.

Persons residing in overcrowded or insanitary dwellings, persons who take in lodgers and permit any person of drunken or immoral habits to reside with them.

Not able-bodied persons who live alone in rooms and have no one to look after them in case of sickness or old age.

(b) Outdoor relief, properly administered, in the following cases should be permitted :—

Widows with children of respectable character, and being fit and proper persons to have the custody and care of children.

Not able-bodied men and women of respectable character who are residing with friends or relatives (also of respectable character) who will undertake to look after them in case of sickness or old age.

Able-bodied women of respectable character, with children, whose husbands are in an asylum, hospital or infirmary.

3. The classes of persons applying for relief include practically all classes of people, such as able-bodied men from labourers to mechanics, etc., on account of their own or any sickness of a member of the family, widows with children, women whose husbands are in an asylum, hospital, or infirmary, not able-bodied males and females.

4. Where it is practicable, the "Heads of Families" should be compelled to make the application.

5. The causes of pauperism include drink, large families among the working and lower classes, want of thrift, bad management of families, carelessness, no desire to rise in the world, in many instances relief and charity too easily obtained. Outside people often recommend persons to apply for relief, without which no application would be received.

6. *Officials* should try to prevent rather than encourage pauperism.

I have probably saved more people from the taint of pauperism than any other one man in England.

7. I beg to submit the following suggestions for reform based upon my experience :—

(a) In my opinion very little reform, if any, is necessary in the existing laws; they are undoubtedly good if properly carried out.

(b) Relieving officers should be held responsible for the strict and proper administration and should not be interfered with in any shape or form, and, if possible, should be given greater powers.

(c) From the time of application the relieving officer should see each case straight through, viz., kind and amount of relief to be given, recovery of maintenance from relatives, settlement and removal of paupers, etc.

(d) Great care should always be exercised in the selection of a relieving officer, as the appointment is not so simple as it may appear.

(e) At the present time relieving officers are asked to do too much clerical work, which naturally interferes with their visiting and investigation, upon which they cannot spend too much time.

(f) I am inclined to believe that the appointment of inspectors, who would act independently, to visit relieving officers, relief stations and districts, and occasionally to visit the Relief Committee meetings, would be very beneficial to all concerned.

APPENDIX No. CXXVIII.

STATEMENT OF EVIDENCE BY MR. CHARLES FLETCHER, CLERK TO THE GUARDIANS, BIRMINGHAM.

PROVINCIAL URBAN CENTRES—MIDLANDS.

1. If spared until March, 1907, I shall have completed twenty-six years' service in the Poor Law. Previous to March, 1881, I held a position as a reporter on the *Birmingham Daily Post*, and I have a fairly large experience of public life.

2. I entered the service of the Birmingham Board of Guardians as second assistant clerk in 1881, and on the death of the first assistant I was given his vacant position. Several years later, owing to the ill-health of the clerk, I was appointed deputy clerk, and in October, 1903, when he was superannuated I was made clerk to the guardians and to the overseers. In such a large parish as Birmingham it is necessary to carry on the Poor Law administration in departments, and in each I have some very experienced officers, who will be able to give evidence before the Commission in great detail.

3. The work of the clerk to the overseers (a body known in Poor Law Unions as the Assessment Committee) is nothing like so heavy and exacting as that of clerk to the guardians.

Social and Industrial Conditions in Your Parish.

4. Birmingham, in my opinion, is in a more fortunate position than many of our large provincial cities, because of the great variety of trades and manufactories carried on here. For many years trade has not been brisk in

the city, and short time has been worked for a considerable period. This, I think, is particularly applicable to the brass trades, and also to the jewellery and silversmith trades.

5. From some statistics that came under my notice some little time ago I feel I am right in saying these may be considered the trades which employ most people in Birmingham.

6. It is difficult to specify for Birmingham what can be usually said of many other towns, namely, the "staple trade." In Lancashire and Yorkshire towns this difficulty would not arise. Should a strike or lock-out take place in these towns it is felt all over the district, but happily in Birmingham when a strike or lock-out occurs it does not assume so serious an aspect.

7. I have heard from time to time, and I think there is a great deal of truth in it, that when any particular class of workmen in this city are on strike, they are not only materially assisted from their own particular trade funds, but considerable support is rendered from the ordinary working men engaged in other trades.

8. I have known hard and trying times in Birmingham, and "Mayor's Funds" have been promoted and most liberally supported by the citizens with the view of tiding over these periods of depression.

APPENDIX No. CXXVIII.—*Continued.*

9. Notwithstanding that every effort was made to properly distribute the funds, there has been a great amount of imposition carried on, and I am afraid these charitable efforts tend to rob our fellow-workmen of their independence.

10. The city council is doing good work in improving the housing of the poor classes. The "unemployed" have from time to time demonstrated their existence, and given much trouble in the city. I have made it my business to be present at some of their open-air meetings to hear the speeches of their agitators, and I have come away with the feeling that a great majority of the men do not want, or ever have wanted employment. The bona-fide working man out of employment does not seem, in my opinion, to throw in his lot with them. Bodies of these men have marched to these offices and have demanded food, or work, or both. They have been told by myself and by my superintendent of out-relief that if they will make their applications in the proper manner, their cases will be inquired into and assistance given if necessary. I remember on one occasion about 200 of them taking my advice and going to the relief department, where our relieving officers were waiting for them. The officers found that the majority of them did not belong to this parish; that a very great number of them could not tell where they lived; that many others gave addresses, not one of which could be found by the relieving officers. A few married men who appeared to be deserving of assistance, and whose names and addresses were correctly given, were sent to the Charity Organisation Society and were assisted from that source for a time.

11. Since the formation of the "Distress Committee" in this city systematic efforts are made to relieve the deserving men temporarily thrown out of work. The Committee consists of magistrates, town councillors, guardians, and other leading public men and women of the city.

12. I may also say that in the four quarters of the city there are branches of the Mutual Aid Society, and I think from this organisation the temporarily deserving poor are being very well looked after.

*Particulars as to Peculiarities or Experiments in
Poor Law Administration.*

13. In this parish the guardians have a workhouse capable of accommodating 1,700 persons and a separate infirmary with room for 1,100 sick patients. The board were "pioneers" in the establishment of cottage homes. They have made separate provision for the accommodation of male and female epileptics, also for the better class of aged men and aged women.

14. Their out-relief department is also well managed, both in the ordinary and medical relief sections.

15. When I entered the service of the board in 1881 the number of persons on the out-relief list was exceedingly great and the amount expended in out-relief was very high. The then inspector of the Local Government Board (Mr. J. J. Henley) was continually drawing the guardians' attention to this large outlay. No reduction took place for a long time. At his suggestion, however, a deputation was appointed to visit Liverpool workhouse to obtain certain particulars with regard to the medical arrangements of that institution. Towards the close of the interview at Liverpool something was said about the office of superintendent of out-relief. My guardians, who were with me then at Liverpool, decided that we should obtain particulars respecting this appointment. We gathered sufficient information to advise the Birmingham Board to appoint a similar officer, and this they did in 1883. We then had a number of relieving officers well advanced in years, and they could not visit their cases so much as was necessary. The board then decided to superannuate four of them and younger men were appointed in their places. With these new men and a cross visitor, together with the newly-appointed superintendent of out-relief, close attention was paid to the out-relief department, with the result that the number of paupers and the amount of relief were considerably reduced.

16. In support of the foregoing I would mention here that in 1883 the population of the parish of Birmingham was 246,352. There were 7,388 paupers, namely, 2,524 indoor and 4,864 outdoor. The cost of the out-relief amounted to £15,522. In 1888 there were 3,147 indoor paupers and 2,406 outdoor, the cost having fallen for the latter to £6,807.

17. In 1893 the amount expended in out-relief was the lowest recorded during twenty-three years. In that year out-relief cost only £2,336 and the number of outdoor poor had gone down to 778.

18. Three years later, in 1896, the number of outdoor poor had grown to 954 and the cost £3,968. For the last year reported the number of outdoor poor was 1,683 and the yearly cost £6,325.

The Respective Merits of Indoor and Outdoor Relief.

19. Previous to the Local Government Act of 1894 a great deal was being said in various quarters to the effect that a change in the system of election of guardians would secure the appointment of men and women with very different ideas as to Poor Law administration. A strong point was made by these speakers that it would be much better for the ratepayers if more money were spent on out-relief, as it would result in a great saving in indoor expenditure.

20. It was distinctly pointed out by these agitators that this would be the policy of the new board.

21. The amount of relief has certainly gone up, and side by side there has been a considerable increase in indoor maintenance.

22. I have always been in favour of the system adopted by my board of sending married men, in times of temporary illness, direct to our infirmary for treatment, in preference to keeping them in their homes outside, and of allowing the wife and children out-relief whilst the head of the family was under medical treatment. This is a plan that has worked most beneficially to the poor, and very little difficulty is experienced in persuading them when temporarily ill to enter our workhouse infirmary for treatment.

23. Particulars were submitted to my infirmary committee some time ago by the master, showing that the stay in the infirmary of such cases was less in duration than under the old system before the sick were separated from ordinary inmates. I can rest content that everything is done in this parish to help the destitute poor, whether in indoor or outdoor relief.

24. I do not attend the meetings of the relief committees, but from the reports made to me from time to time I rather fear that we are too generous sometimes with the administration of out-relief, and that the reports of our relieving officers are not always acted upon.

25. I have had twelve years' association with the parish under what might be called a strict out-relief system, and twelve years where out-relief has been more freely given.

26. At one time the medical work connected with our out-relief department was discharged by six medical men, who were also allowed to have private practice. This was a most unsatisfactory arrangement and our sick poor were insufficiently looked after under it.

27. This did not improve in any direction, with the result that a Local Government Board inquiry was held, and the resignations of these officers were called for. Then the guardians decided to have medical men who could give their whole time to the destitute poor. They started with three men, and when one of them resigned it was felt that there was no cause to fill up his vacancy. I am glad to say that the outdoor medical department of this parish is as perfect as it can be made.

The Class of Persons applying for Relief.

28. These consist generally of labourers who get a casual living only, widows, children and aged people.

APPENDIX No. CXXVIII.—*Continued.**Causes of Pauperism.*

29. Improvidence in every direction. The persons who apply for relief have rarely ever made the slightest effort to secure assistance in time of bad trade or sickness. Many of them seem to make provision for burials, and at the time of the funeral they spend the whole of the money upon it, and within a few days the widow is making application for assistance, although she may within a week or ten days have already parted with a considerable sum of money in a reckless manner.

The Class of Persons seeking Election as Guardians.

30. This board consists of thirty-one gentlemen and five ladies.

31. The first thing that struck me on commencing service under the board in 1881 was the enormous amount of time given to the work by various members, and that has been a conspicuous fact ever since. The present Lord Mayor of Birmingham is a member of this board. He was chairman of it for a period of three years, and he has been chairman of the most important committees of the parish.

32. Amongst the remaining members of the board there are several magistrates, one or two professional men, but the greater number are in business of some kind or another. I do not think we can reckon upon more than two Labour candidates, and they certainly were not returned as such, so far as I can gather.

33. In order to obtain a seat on the board without opposition it is no doubt necessary to secure the approval of the three political organisations for that purpose. After an election is made, and the guardian is duly qualified, the question of politics never arises. It is almost impossible for any man, whatever may be his qualification for the position of guardian, to be elected single-handed. He must be "run" by one of the political associations.

Particulars as to Administration of Relief in the Parish.

34. The Out-Door Relief Prohibitory Order is not applicable to this parish, but in 1883 the board adopted a set of regulations very much on the lines laid down in this particular Order, and they were fairly adhered to for a number of years. After the election in 1894 they were slightly modified in the favour of more liberal out-door relief.

35. The outdoor relief department staff consists of the superintendent, two medical men, four relieving officers, one assistant relieving officer, and a pay clerk who also acts as a cross visitor, a dispenser and porters.

36. There are four district relief committees, which meet once a fortnight. The offices are open from 9 a.m. to 7 p.m. Two resident male officers live on the premises, and should any urgent case arise, requiring a medical officer, they can immediately telephone to the medical officer of the district the name and address of the sick person he has to visit, and this has been found to be a most excellent arrangement for urgent cases being promptly attended.

Reforms in the Law or Practice suggested by Experience.

37. I am strongly of opinion, and so are members of my board, that the present Poor Laws, if properly adminis-

tered, are sufficient to meet all the requirements of the destitute poor whether indoor or outdoor treatment is needed.

38. I should like to see the Law of Settlement amended so as to provide that in cases where parishes have been or may be divided, a person's settlement shall be deemed to be in that portion of the divided parish in which he or she shall reside at the time of the division.

39. I am fairly confident that the handing over of the Poor Law administration to county councils would be a mistake, as these bodies are already very much overworked.

The Effect of the Local Government Act of 1894; also the Political Influence on Poor Law Administration.

40. There has been a steady increase both of indoor and outdoor relief since the adoption of the Local Government Act of 1894.

41. As stated above, political influence is necessary to secure an election of guardians.

One Poor Law Area as to Birmingham.

42. In December, 1887, the Local Government Boundaries Act was passed, and Mr. G. F. Chambers, an Assistant Commissioner appointed under that Act, visited Birmingham to ascertain facts and to learn the views and wishes of the public bodies whose work might be affected by changes under the provisions of the Act. The Birmingham Guardians upon that occasion decided to advocate the parish of Birmingham being made co-extensive with the borough of Birmingham, the same to be still a single parish, and that there should be one rating authority so far as the Poor Rates were concerned.

43. The first conference was held in December, 1887, and at this conference evidence was given on behalf of the Birmingham Board of Guardians. The proposal was strongly opposed by neighbouring Poor Law authorities and other public bodies, and the city still remains, so far as the administration of the Poor Laws is concerned, under three boards of guardians. The objections to the one area was based mainly on account of anticipated increased rates.

44. The Birmingham Corporation as well as the Birmingham Guardians were desirous of securing unification of the borough for all purposes of assessment, rating, and collection. Since this time the borough of Birmingham has been very considerably enlarged by the taking in of some of the very districts opposed to annexation in 1887.

45. At the time of the enquiry the Birmingham Poor Law authorities possessed a separate infirmary and cottage homes and the up-keep of these two institutions to some extent accounted for the increased amount of poor rate in the parish of Birmingham as against the amount of the poor rates in the Aston and King's Norton Unions, where at that time neither authority had a separate infirmary or cottage homes in existence.

46. In my opinion there ought to be but one Poor Law authority for the city of Birmingham. I do not think there would be such a strong opposition to such a proposal as was the case in 1887.

APPENDIX No. CXXIX.

STATEMENT OF EVIDENCE BY MR. E. W. FORREST, SECRETARY OF THE BIRMINGHAM GENERAL DISPENSARY.

PROVINCIAL URBAN CENTRES—MIDLANDS.

1. I have gained some experience on the Birmingham Board of Guardians, having been a member of the Workhouse Management Committee, House Sub-Committee, and the General Purposes Committee, and passed the chairs of No. 1 Relief Committee and of the Finance Committee. I was also invited to act as vice-chairman of the board, but as my time was fully occupied I did not seek re-election when the number of guardians was reduced some years since, and therefore no doubt the

Commission will obtain more up-to-date information in regard to Poor Law administration than I should be able to give.

2. My remarks, therefore, will more particularly refer to the Birmingham General Dispensary, with which I have been connected for many years.

3. My father was appointed collector to the institution in 1859 and secretary in 1874, the duties of this office

APPENDIX No. CXXIX.—*Continued.*

having been formerly discharged by the resident physician. I was appointed his successor in 1895, having been associated with him in the work of the institution for some years previously.

4. The institution was founded in 1793 for the medical and surgical relief of the poor inhabitants of the town and neighbourhood, either at the institution or at their own homes.

5. Tickets of recommendation are required for patients needing regular medical attention, but accidents, teeth extractions and emergencies are treated gratuitously and without ticket.

6. The principal feature peculiar to the institution is that patients unable to attend at their respective branch are visited at their own homes if within the prescribed boundary. The visiting boundaries are very extensive, going far beyond the city boundary.

7. There are at present five branch establishments, in addition to the original building in the centre of the city, each institution having two resident medical officers devoting their entire time to the services of the institution and a sixth branch is about to be erected upon land taken for this purpose at Smethwick.

8. A useful adjunct to the medical aid provided by the institution is the "Relief Fund" which enables the visiting medical officers to order where necessary such items of nourishment as milk, bovril, virol, etc.

9. Originally this fund was provided by special subscriptions which did not amount to £100 a year, and when these were exhausted the fund was closed for the time being, but at the present time a considerable sum is expended on relief of this kind, which eventually falls upon the general fund of the institution, notwithstanding the fact that £500 out of the annual grant from the Hospital Saturday Fund (formerly £1,000 and latterly £1,040) is specifically allotted to the relief fund.

10. The question of overlapping to my mind requires consideration here. The City of Birmingham Aid Society has just been established, with a view to work from one centre but with separate district committees the relief of the whole city, and especially as far as possible to avoid overlapping. I think a great deal might be done in this direction by further co-operation between existing agencies for the relief of distress.

11. I have heard it suggested that the dispensary and its relief fund lighten the work of the guardians, but I do not think that this is so to any appreciable extent. On

the other hand I have somewhat resented a suggestion from a relieving officer that our visiting medical officer desired to get a patient removed to the infirmary in order to save himself the trouble of visiting such patient. The real fact I believe to have been as represented by our medical officer, namely, that it was impossible for the patient to receive requisite attention at home, and that such requisite attention could only be obtained in the infirmary. I do not think that the fact that a dispensary doctor has been called in to attend upon a patient whom he finds ought, very likely in the interests of the patient and other members of the household, to be removed to the infirmary, justifies the Poor Law authorities in refusing to take over such case until the month's treatment under the dispensary ticket has been completed.

12. The General Dispensary is supported by voluntary contributions, but has invested funds accumulated from legacies and donations received in past years. It has a large contingent of subscribers in common with other charities who receive tickets which they distribute to the deserving poor.

13. It also receives a large number of annual subscriptions from workmen's and other clubs, who distribute the tickets amongst their own members, who subscribe small sums in accordance with the rules of their respective clubs. It is always understood that tickets should be used only by those who are unable to provide themselves with medical aid in the ordinary way, and tickets are not allowed to be sold direct to patients.

14. The class, therefore, of persons assisted by the institution ranges from the very poor to the superior artisan. As indicated I am of opinion that further co-operation between the public authorities and the various voluntary agencies for the administration of relief, might be very beneficial and helpful in avoiding overlapping, but I do not think that one authority (necessarily administered by public officials) could undertake the whole work and duty of medical assistance to the poor, as I fail to see how the interests of the ratepayer and the poor could be satisfactorily guarded and adjusted by one and the same body, and many deserving poor would, in my opinion, be prejudiced against seeking relief, which they really needed, through what they might deem to be the harsh and unsympathetic nature of Poor Law administration.

15. My experience has not led me to the conclusion that the health of the community has suffered owing to the insufficiency in amount or quality of the medical assistance at present available for the poor in Birmingham

APPENDIX No. CXXX.

STATEMENT OF EVIDENCE BY MISS FANNY ELIZABETH FULLAGAR, LEICESTER.

PROVINCIAL URBAN CENTRES—MIDLANDS.

1. For fifteen years I was on the Leicester Board of Guardians. In 1903 I was turned off by the Labour Party—according to them I had no sympathy with the poor, because I advocated stricter enquiries, and said the small struggling ratepayer should be considered.

2. The Charity Organisation Society Report will confirm what I have said about its work.

Charities and Voluntary Effort.

3. The most useful charity in the town is, to my mind, the Charity Organisation, because its chief aim is to help people to help themselves, and it benefits such numbers without pauperising them. Its object is not merely to detect imposture, but to help the *bona fide* cases of distress, either by pensions, or gifts of money, clothes, infirmary or dispensary tickets, sick diet, etc. Arrangements, too, are

made and part of the expenses paid for invalids to go to convalescent homes; families wishing to emigrate are assisted. For some applicants work is found. In fact every case (which on the strictest investigation proves deserving of help) gets it, and all with very small office expenses, the work of that being shared by various ladies, to allow the agent and his assistant time to do their work outside.

4. There are numerous other charities:—The General Infirmary, the Blind Institution, the Cripple Guild, a branch of the Prevention of Cruelty to Children Society, and several minor charities, many of which would do much more good if worked on the lines of the Charity Organisation Society.

5. The present board are in touch and co-operate with the Prevention of Cruelty to Children Society, the Charity.

APPENDIX No. CXXX.—*Continued.*

Organisation Society, and the Indigent Old Age Society (which provides 6d. a week for respectable and very poor old people over seventy). They also subscribe to the general infirmary, a few convalescent and feeble-minded homes, for the benefit of some of those who apply for relief.

6. In a town of this size I see no possibility of substituting charity for out-relief.

7. I trust the day will come when old age pensions will be provided.

Poor Law Administration.

8. Our staple trades are shoe and hosiery. There are a large number of young people of both sexes employed in each, and, I regret to say, also a great many married women. Owing to new methods and machinery, a considerable number of adults, especially in the shoe trade, have been displaced, who can never go back to their ordinary employment. This is one of the causes of unemployment. A great many of them have drifted into labourers and form the bulk of the class of "out of works." It is absolutely essential for the welfare of our town that some fresh industries are found to absorb this surplus labour.

9. The advantage of outdoor relief over indoor is that the home is kept together. This is very desirable for old respectable people whose poverty is from no fault of their own—but lavish, indiscriminate outdoor relief is the cause of immeasurable harm. It does not lessen, as one would expect it would, the indoor relief, it lowers the rate of wages, and is one of the main causes of the sweating system. Men and women who know, whatever their character, that they can obtain outdoor relief merely by applying for it, deteriorate in character. They lose their self-respect and their independence.

10. With regard to indoor relief, unfortunately so much money is swallowed up by costly buildings, luxuriously fitted up.

If one was assured that in these "parochial palaces" the inmates liked the life, one would not grudge the great expense so much. They bear their lot patiently and uncomplainingly, but the necessary rules, the want of liberty, the monotony, the wearisome repetition of the food, generally lukewarm by the time they get it, the constant association with undesirable companions, makes their lot very hard, and in some cases pathetic. Then, too, many are at the mercy of the wardsmen or woman, and cannot get their bed made properly or their own clean things, without a regular tip! and they are still more at the mercy of the officers. Many, I am thankful to say, are most kind, but, alas! not all.

11. For the old people who have to take refuge in the workhouse, I should like to see more almshouses like those at the Fir Vale Workhouse, Sheffield, and managed in the same way.

12. People of bad character ought not to be given outdoor relief, nor deserted wives as a rule. With regard to widows with children, in some cases I should advise taking one or more of the children and placing them in cottage homes or schools, instead of giving outdoor relief. They are cases that require careful watching.

13. Of the classes of persons applying for relief there are the old, the infirm, and the sick. Old stockings, and middle-aged men who have been displaced by machinery, who would gladly work if they could get it, and last, not least, the thriftless idle loafer, who does not mean to work, who gambles, drinks, and attends races and football matches, and who expects his wife and children to keep him.

14. The chief causes of pauperism are decidedly *drink* (directly or indirectly), also gambling, and the introduction of machinery, lax administration of relief, and trade unions, which limit the output and minimise the wages.

15. The classes of persons seeking election as guardians are manufacturers and trades people.

16. With regard to reform in the "law," I wish—

(a) That guardians had the power to detain in the workhouse feeble-minded men and women. So long as they can go in and out just as they like, their number will go on increasing.

(b) That boards of guardians had also power to appoint fully trained midwives to attend the parish maternity cases scattered about in the town—that they should have the first order or summons, with the understanding that in any abnormal case they must send for the parish doctor.

Many of the poor women prefer having a woman at such times to a man—the midwives are more able and willing to wait patiently, and do not hasten matters as so many of the doctors do, etc. The system answered admirably when we had it some years ago. The poor mothers said they had never been so well seen to before, thanks to the interference of a medical man, who had nothing whatever to do with the Poor Law cases, and who never interfered when we had a drunken ignorant woman as midwife. The Local Government Board sent down word it was not to go on, and that in future the doctors were to have the orders and take charge of the cases.

17. With regard to the "practice" of boards of guardians:

(a) I should like to see them think more of what is for the real good of the people they have to deal with, and less of what effect their action will have on their next election. Since so many of the Labour Party were on the board they have threatened the other members often, by saying if they did not vote for such and such thing they should not get on at the next election, and as jelly-fish predominate, they have voted as directed. The present board are ready to give to anybody and everybody. It is so easy to do so with other people's money.

(b) I wish, too, very much they would try and check the numerous cases of wife desertion by taking a firmer stand and sending the wife and children to the union. So long as the men feel sure their homes will not be broken up, they will not hesitate to desert their wives whenever it suits them. I know it would be hard on the few, but I feel sure the result would be fewer desertions.

18. Another "practice" I disapprove of is the employing fully-trained nurses for the majority of our infirmary cases. A certain technical knowledge is required, but not three years' training. It is like putting a professor of languages to teach children their alphabet. The nurses lose ground by spending their time in nursing these cases, and they do not like the life—they object to such cases even in private nursing, where a present may be the result of kind attention. In a Poor Law infirmary there can be no such inducement. To my mind it is unreasonable to put fully-trained nurses to such work. The fifteen years I was on the board I always opposed having *only* fully trained ones. I preferred the plan in vogue some years ago of training our own. We had nice bright intelligent young women who took real interest in their patients, and who came as probationers "because they wished to help the poor in the town." Though they were not "fully trained" their patients lived far longer than under the present system. When the new infirmary was built, the "large wards, the beautiful air, the trained nurses," etc., were to do so much for the patients, but instead the deaths are more numerous in proportion.

APPENDIX No. CXXXI.

STATEMENT OF EVIDENCE BY MR. STEPHEN GATELEY, J.P., SOLICITOR, MEMBER AND EX-CHAIRMAN OF BIRMINGHAM BOARD OF GUARDIANS.

PROVINCIAL URBAN CENTRES—MIDLANDS.

1. I am a Justice of the Peace for the City of Birmingham.

I am now, and have been for the last fifteen years and upwards, a member of the Birmingham Board of Guardians. I have served on all the various committees of that board, either as an ordinary or *ex-officio* member, and also served for two years as chairman of the said Birmingham Board during the years 1898 and 1899.

2. As a member of the Roman Catholic community in Birmingham, I have for thirty-five years been a member, and now occupy the position of President of the Birmingham Central Council of the Society of St. Vincent de Paul. This society is one of the principal and most important organisations of the Roman Catholic body for the relief and amelioration of the wants of the poor, and its work is spread throughout the whole world. Its membership is principally that of the laity, supported and encouraged in every possible way by the bishops and clergy of the Roman Catholic Church. No work of charity is foreign to the society, although its special object is the visitation of poor families in their homes. In Birmingham and its immediate vicinity, we have nine conferences or branches of this society established in connection with nine of the Catholic missions or churches, embracing most of the poorest districts.

3. Each conference is governed by a president, one or more vice-presidents, a secretary, and a treasurer who form the committee of the conference, and there are active and honorary members, consisting of the clergy and laity attending the churches to which the conferences are attached. Meetings are held weekly; cases are recommended by the clergy, members of the congregation or from other sources and persons who have knowledge of the poor of the neighbourhood. One or more members of the conference are appointed at the meetings to visit the cases at their homes, and are required to report fully at the following meeting. A case form is supplied which gives all necessary information, and temporary relief is usually taken. The relief given is usually in kind rather than in money, tickets for bread, grocery, and coals on local tradesmen, or clothes or boots from the wardrobe, but there is no limit to the kind of relief distributed. The members at their weekly meetings decide what relief is to be granted and for what length of time. In accordance with their own desire, relief is seldom entrusted to the clergy to distribute.

4. Chronic cases are not usually entertained, the object of the society being to assist the poor over temporary difficulties, such as want of employment, sickness, accident, and the like, in addition to giving advice where such is needed, regard being had to the circumstances of each particular case.

5. The spirit of the society is never to hoard its funds, so that the conferences have no capital monies or investments whatsoever. If more funds were available, considerably more good work could be done. The cost of administration is infinitesimal, all the work undertaken by the members being quite voluntary. The visiting of the poor in their homes by the members is much appreciated, and in this respect contrasts favourably with the feeling deserving persons have towards the Poor Law system.

6. I now mention my experience as a Poor Law guardian in Birmingham.

7. I must readily testify to the good work which is performed by the relief committees.

8. I have seen the work done and can say with confidence that no hardship is inflicted upon the poor by the members of such relief committees, but the distinction to be drawn between the work of the Poor Law and such a society as I have mentioned is, that in the relief committees the members do not themselves visit the cases. This work is delegated to the relieving officers, who, although frequently excellent and well-intentioned men, do not sufficiently discriminate between the deserving and the undeserving poor. The cost of administration of out-relief under the Poor Law is also most costly in proportion to the amount actually expended in the relief of distress.

9. For these reasons I am of opinion that in the distribution of outdoor relief some dividing line should be followed.

10. For permanent and chronic cases of poverty and destitution, and where the home surroundings are unwholesome and inadequate, the existing machinery of the Poor Law might still be retained, but in the case of the deserving poor, such as the aged and infirm who have some one to look after and care for them, and more particularly for temporary cases arising from want of employment during periods of severe industrial depression, temporary sickness or accident, and indeed all cases where there is a fair prospect of improvement, then I think it would be better for them to be relieved by properly constituted and well managed aid societies and kindred organisations such as now exist in Birmingham and elsewhere, and to be aided by Government or local grants as supplementary to the monies which are at present subscribed by charitable persons and from various other voluntary sources.

11. To summarise what I have set forth in this statement, I am of opinion that:—

(1) The distribution of outdoor relief as at present existing under the Poor Laws is unsatisfactory.

(2) The cost of such administration is excessively heavy.

(3) The mode of application is repugnant to the deserving poor by reason of its being over-burdened with officialism.

(4) Poor Law guardians do not personally come into touch with the poor themselves by visitation at their homes, and therefore too much is left to the relieving officers.

(5) There is an absence of classification between the deserving and undeserving; the chronic from the temporary cases of destitution.

(6) A greater use should be made of the existing properly constituted and well managed aid or charitable organisations for the relief of distress.

(7) The more general visitation of the poor in their homes by voluntary workers rather than paid officials.

12. There are other Roman Catholic charities which do good work in Birmingham and the neighbourhood with which I am conversant, but I have not attempted to deal with them in this statement, as others will no doubt be asked to do so.

APPENDIX No. CXXXII.

STATEMENT OF EVIDENCE BY WILFRED ERNEST GIBBONS, M.D., HONORARY SECRETARY,
LEICESTER DIVISION OF THE BRITISH MEDICAL ASSOCIATION.

PROVINCIAL URBAN CENTRES—MIDLANDS.

1. *Experience and Qualification.*—Five years' study in Edinburgh University; qualified M.B., C.M., 1896; six months' clinical study in London hospitals; one year assistant house-surgeon and house-surgeon to Professor of Surgery in Edinburgh; one year assistant in private practice in Carlisle, experience among better working-classes in constant employment (railwaymen, etc.), who were able to pay by fee for medical treatment.

2. On September 1st, 1900, I entered into partnership with a general practitioner in Leicester. From that time to December 31st, 1903, when I dissolved partnership, I was engaged in a very busy practice, chiefly among members of the Provident Dispensary and Foresters and Oddfellows' Friendly Societies. Hence during these years I had a very large and intimate experience of the leading provident medical institutions in Leicester and this work also kept me in constant touch with other agencies for medically assisting the poor.

3. Since December 31st, 1903, I have set my face against this form of practice, owing to the impossibility of dealing with the very numerous cases of abuse. While the treatment of the deserving and thrifty poor for a nominal remuneration brings with it great satisfaction, when the medical man can only engage in such practice, if he is content to have forced on him at the same low rate the treatment of the less self-respecting of the well-to-do, a feeling of disgust is apt to take possession of him which may seriously impair the quality of his work.

4. *Preliminary.*—The most important fact impressed upon me since beginning practice in Leicester has been the great and little-restrained abuse of medical charity. From this arise the main difficulties connected with the medical assistance of the poor. In a manufacturing town where so large a proportion of the population is composed of the working classes, the amount of medical work done must necessarily bring a comparatively low remuneration.

5. Therefore to earn a livelihood a medical man must attend many cases a day.

6. In Leicester so enormous is the proportion of those obtaining medical assistance at a dispensary rate (*i.e.* on a basis of an insurance of 1d. per week or less) that there are many medical men living mainly on such contract work.

7. The remuneration works out at so small a figure per attendance (probably not more than 6d.) that to make a bare living such a medical man must attend a number of cases per diem far in excess of the maximum number of cases he is able to treat satisfactorily.

8. From this cause, medical assistance to the poor often falls short of what a case deserves, and the correct early diagnosis of a case—curable perhaps in the early stages only—is liable to be missed by a medical man who may be able and conscientious, but who is suffering from the pressure of work he feels he is unable to relinquish, it being perhaps his only means of subsistence.

9. The point I wish to bring out is this—that this state of things is brought about entirely by the great abuse of medical charity referred to above.

10. There is a large proportion of persons obtaining medical assistance in the general infirmary (chiefly the out-patient department), the Provident Dispensary, and the many medical clubs connected with friendly societies, who are well able to pay small or larger fees.

11. If some means could be found to check this widespread abuse, and to prevent persons of this class throwing themselves on medical charity, and making use of these institutions, which they were never intended to use, the *real poor* who avail themselves of them could receive medical assistance more approximate to that which it is the ardent desire of the members of the medical profession to give.

I.—AGENCIES IN LEICESTER FOR ASSISTING THE POOR.

A.—Municipal.

(a) *Sanitary Authority.**

12. *Isolation Hospital* chiefly for the benefit of the poor. A ward is set apart for pulmonary tuberculosis, in which patients are retained for short periods of a few weeks. This plan is of great educational value, in that it gives the patients a chance of learning how to treat themselves.

13. *Milk Depot* lately established after the approval of the profession in conference with the Sanitary Committee. This is of great use in the many cases of digestive diseases in infants, caused by improper and unclean feeding.

14. *Diphtheria Antitoxin* is provided free of charge.

15. *Bacterial Examination* is carried out free of charge in doubtful cases.

16. *Two Female Inspectresses* are employed, whose duty it is to visit cases of pulmonary tuberculosis among the poor, and instruct the patients or those having charge of them in matters concerning avoidance of spreading infection, etc.

(b) *Education Authority.*

17. It is the duty of the medical officer under this authority to medically inspect school children, referring them for treatment elsewhere. Many cases are thus placed under treatment much earlier than they otherwise would be.

B.—The Poor Law Authority.

18. I leave this part of the subject to be dealt with by Dr. MacAlister Hewlings, who is far better qualified to speak on the subject than I am.

C.—Voluntary Effort, etc.

(a) *The Leicester Infirmary.*

19. The following statistics show the amount of work done by the Infirmary:—

Number of beds:—

Male, medical	-	-	-	-	-	26
„ surgical	-	-	-	-	-	44
Female, medical	-	-	-	-	-	26
„ surgical	-	-	-	-	-	62
Children, medical	-	-	-	-	-	21
„ surgical	-	-	-	-	-	21

200

Number of in-patients treated last year:—

Adult	-	-	-	-	-	2,408
Children	-	-	-	-	-	540

2,958

Number of out-patients treated last year, 24,037.

Number of operations performed last year:—

Out-patients	-	-	-	-	-	1,397
In-patients	-	-	-	-	-	-
Surgery	-	-	-	-	-	-

20. Dr. Sevestre, assistant physician to the infirmary, will be able to speak from the point of view of one connected with the institution.

21. To me, as a general practitioner unconnected with the hospital, certain facts seem worthy of being brought forward.

* I have only made brief mention and comment under this heading. The Medical Officer of Health is submitting a statement.

APPENDIX No. CXXXII.—*Continued.*

22. In the in-patient department the demand for beds is nearly always, if not always, in excess of the supply.

23. In the out-patient department the pressure of work on the honorary staff is very great.

24. The number of out-patients has in recent years increased yearly out of all proportion to the population.

	Out-patients.	Population.
1895 - - - -	15,133	193,839
1898 - - - -	18,062	208,662
1901 - - - -	20,301	211,574
1904 - - - -	31,410	224,186

25. The two years following, however, the numbers have decreased, probably owing to the action of the board in appointing a house governor, one of whose duties is to enquire into cases of abuse. Another cause is no doubt improved trade.

1905 - - - - 29,745 Out-patients.

1906 - - - - 24,037 „

26. The figure for 1906 needs correction to bring it into comparison with those of other years. Renewed recommendations have not been counted as formerly. This will probably increase the number by from 3,000 to 4,000.

27. There is a constant appeal to the public for funds. In this state of constant pressure on the resources of the institution it follows that the real poor must suffer from the wrongful use of the hospital by those able to obtain treatment elsewhere. A bed occupied by one of these means a bed less for one of the real poor. In the out-patient department abuse means the robbing the poor of the time of the staff.

28. Many patients already provided for in the dispensaries and friendly societies make use of the out-patient department. The proportion of such to total out-patients has been estimated at over 26 per cent.

29. The families of workmen earning high and regular wages throw themselves on charity quite irrespective of their inability or otherwise to pay for treatment.

30. A main reason for this is undoubtedly the weekly collections in aid of the Infirmary from workmen and women in factories. These engender in the donors the idea that they have a right to call on the infirmary for free treatment.

31. What at the time of collection are contributions to charity, at the time of sickness become insurance premiums very much in favour of the insured.

32. Cases chargeable to the guardians are frequently sent to the infirmary for treatment, *e.g.*, cases of accident for which provision is made by the Poor Law.

33. The guardians subscribe to the infirmary £31 10s. per annum, drawing on its resources to many times the amount.

34. It is my opinion that the great majority of cases at present treated in the out-patient department might and ought to be treated elsewhere, some in the dispensaries and friendly societies, others under the Poor Law, while a not insignificant proportion are able to pay ordinary private fees.

35. Treatment of cases coming under the Workmen's Compensation Act should be paid for by the employers and not by means of subscriptions to charity.

36. If it be possible to effect this reform, the strain on the institution financially and otherwise will be removed, and the infirmary will be more adequate to the needs of the real poor.

(b) *Provident Dispensary.*

37. Number of members, 50,798. Payments of members: 1d. per week, adults; $\frac{1}{2}$ d. per week, children; $3\frac{1}{2}$ d. per week, family. Payments to medical men, a little over 2s. per head per annum.

38. The provident dispensary has been and is, of the greatest assistance to the thrifty poor. The lines on which it works, in theory if not in practice, are, I believe, sound. It has, however, a tendency to spread its net too far, taking in members who—in view of the smallness of the

contribution—are in too good a position to make use of the institution. In the past, however, when the manager was given a commission on admissions, the abuse was far greater than at present. The dispensary patient frequently seeks aid for the most trifling conditions, and the amount of medicine consumed is out of all proportion to the amount of advice taken.

39. In connection with the dispensary are:—

(1) A small *Cottage Hospital* of five beds. The beds are available for members on payment of a small sum weekly. Surgical operations are carried out on members in this hospital at modified fees.

(2) A *Maternity Hospital* of about the same capacity.

(c) *People's Dispensary.*

40. Number of members, about 9,000. Rates as in Provident Dispensary.

(d) *Friendly Societies' Medical Departments of Clubs.*

41. A very large number of the poorer classes provide for themselves in case of sickness through the friendly societies.

42. They, with few exceptions, pay for their medical assistance and medicine on a basis of an insurance of 1d. per week.

43. The valuable work done by these societies in teaching the poor to help themselves cannot be too highly commended. It is unfortunately in dealing with them that the medical man's difficulties are greatest. Those claiming medical assistance are by no means only of the thrifty working classes. The medical man undertaking work for these societies frequently has forced upon him the treatment of well-to-do shopkeepers, publicans, commercial travellers and manufacturers. I do not wish it to appear that I am dealing with this subject of the abuse of the charity of the medical profession with reference to the effect on the medical profession. That aspect of the subject is foreign to my reference, and can only be dealt with by the Profession.

44. Its relation, however, to the medical assistance of the poor I have indicated under "Preliminary," also under Section IV. This relationship is a very real one.

45. Many trivial cases come for treatment. The societies must lose a large sum annually by members drawing sick pay, who would not consider themselves ill had they to pay for medical attendance.

46. The over-insured are specially prone to illness preventing work.

47. The societies in Leicester and their membership, so far as I have been able to ascertain them in the very limited time at my disposal, will be found in Appendix Vol. CXXXII. (A).

II.—THE EXTENT TO WHICH THE AGENCIES FOR ASSISTING THE POOR IN LEICESTER OVERLAP, AND THE QUESTION OF CO-OPERATION.

48. There is but little overlapping between the two dispensaries, and the friendly societies' clubs. In many cases the father of a family obtains treatment through a friendly society, while the wife and children are members of a dispensary. Several small friendly societies utilize the Provident Dispensary as their medical department, becoming, for the purpose of our classification, dispensary patients.

49. Between the dispensaries and friendly societies' clubs on the one hand, and the infirmary out-patient department on the other hand, there is very great overlapping, as mentioned under heading "Infirmary," the number of the patients of these provident institutions who were discovered being 26 per cent.

50. There is no co-operation.

51. As indicated above, the great majority of patients at present treated in the out-patient department of the infirmary could and ought to obtain medical assistance elsewhere, chiefly in the dispensaries and friendly societies' clubs.

APPENDIX No. CXXXII.—Continued.

52. The out-patient department, in my opinion, should only continue to exist for special cases, *e.g.*, such operation cases as are able to be treated in an out-patient department; emergency cases, which should be subsequently handed over to the ordinary medical attendant; cases requiring treatment by specialists on the eye, ear, or throat, only those patients being treated who are unable to pay a modified fee for treatment at a dispensary; cases requiring special expensive apparatus, for example, Röntgen Ray apparatus. Cases of the real poor might be sent by medical men for consultation.

53. If these suggestions were carried out, the out-patient department of the infirmary and the dispensaries would be complementary, and might work in close co-operation.

III.—THE POSSIBILITY OF HANDING OVER TO ONE AUTHORITY OR AGENCY THE WHOLE WORK AND DUTY OF MEDICAL ASSISTANCE TO THE POOR.

54. I see no insuperable difficulty in handing over to one authority the management of all the institutions at present under the Town Council or guardians, and with them the dispensaries.

55. If the friendly societies could be prevailed upon to drop their medical department entirely, the poorer members would have no difficulty in obtaining medical assistance in the institutions under this authority.

56. The Leicester Infirmary is a county as well as a borough institution, and this fact presents a difficulty.

57. It would perhaps be feasible to place the management under a joint committee of the borough and county authority. It would appear that the natural authority is that which has charge of the finance of the borough or county, in other words the existing borough or county authority.

58. As to the *advisability* of the course indicated, I am not at present prepared to hazard an opinion.

IV.—THE QUESTION AS TO WHETHER THE HEALTH OF THE COMMUNITY SUFFERS OWING TO THE INSUFFICIENCY IN AMOUNT OR QUALITY OF THE MEDICAL ASSISTANCE AT PRESENT AVAILABLE FOR THE POOR.

59. I have indicated sufficiently under 'Preliminary Remarks' the way in which the amount of medical assistance to the poor is encroached on, and how the quality is impaired, especially with reference to the provident institutions.

60. Under heading "Infirmary" I have suggested that conditions at any rate fall far short of the ideal.

61. To sum up, I submit:—

(a) That the amount of medical assistance provided for the poor in Leicester is ample.

(b) That the quality of that assistance provided is essentially good, far better than ever before.

(c) That the number of persons other than the poor encroaching on those provisions is very large.

(d) That this widespread abuse robs the poor of what has been provided for them.

(e) That if the abuse could be eradicated, the problem of the medical assistance to the poor would be in great measure solved.

* The one exception to this is in relation to the provision of medical assistance at night. In cases of urgency at night a person of the poorer class may have considerable difficulty in obtaining assistance. It is unreasonable to expect a "doctor" to forego his rest after a heavy day's work—and to forego it without remuneration—perhaps many nights in the year. Such would be the lot of a medical man in a poor district if he showed himself willing to answer every call of apparent urgency. Hence the poor may occasionally have considerable difficulty in obtaining assistance at night and members of the medical profession incur unmerited censure. A night service such as that in operation in Paris would supply this deficiency, and with telephonic communication be of easy accomplishment.

APPENDIX No. CXXXII. (A).

Paper handed in by Dr. Gibbons, Leicester.

PROVIDENT INSTITUTIONS IN LEICESTER.

Return showing number of patients obtaining medical assistance at low contract rates:—

Institution.	Number.	Remarks.
Provident Dispensary -	50,798	
People's Dispensary -	9,000 (<i>circa</i>)	
Oddfellows (Manchester) -	18,000	
Foresters - - -	5,073	
Oddfellows (Nottingham)	2,000 (<i>circa</i>)	
Rechabites - - -	538	
Twentieth Century Friendly Society	2,800 (<i>circa</i>)	
Insurance Clubs and Medical Aid	—	Numbers unknown.
Private Clubs - - -	—	"
Friendly Societies Medical Hall	—	For use of various societies.
Rational Society - -	—	Included in Provident Dispensary.
Homeopathic Dispensary and Hospital (Provident Department)	505	
Other small Friendly Societies	—	Numbers unknown.
Incomplete - - -	88,714	

From shortness of time and other reasons I have been unable to complete this list. Had it been possible to do so, I doubt not that it would show that the number of persons obtaining medical assistance in Leicester at

a dispensary rate would not fall far short of 100,000 or nearly half of the population. Those habitually receiving medical assistance at such a rate or lower (add those who habitually are treated under the Poor Law or in free institutions) from probably more than one-half the population.

National Deposit Friendly Society, 2,800. Members pay a higher rate to the society who pay by fee.

The figures relating to the infirmary have been obtained directly from the secretary.

The figures in the preceding Return in nearly all cases from the various secretaries. The secretary to the Foresters, however, refused to give them. I was, however, enabled to procure them from a reliable source.

WILFRED E. GIBBONS.

1, Charles Street, Leicester,
February 9th, 1907.

FREE MEDICAL ASSISTANCE.

Under (A):

Isolation hospital with consumption ward.
Medical officer to education authority.

" Borough asylum.

Under (B):

District medical officers.
Evington Poor Law Infirmary.

Under (C):

Leicester Infirmary.
Convalescent home.
District nurses (eleven); average annual visits, 2,008.
Charity Organisation Society.
Surgical Aid Society.
Skin hospital (mainly free).
Homeopathic Dispensary (non-provided department).

APPENDIX No. CXXXIII.

STATEMENT OF EVIDENCE BY THE REV. A. M. HARPER, M.A., VICAR OF ST. MATTHEW'S, LEICESTER.

PROVINCIAL URBAN CENTRES—MIDLANDS.

1. I have no qualification for dealing with this subject beyond twenty-three years' work among the working-classes, eight of which have been spent in two of the poorest parishes in Leicester. Experience only leads me to emphasize conclusions often stated by others.

2. At present, in a district like this, the Poor Law is strained to meet cases which need a different treatment, while on the other hand the Church system is strained to meet cases to which it does not properly apply.

3. We need :—

(a) The strengthening of the Poor Law by some further means of dealing with those—here a considerable number—who are in chronic need through idleness, vice, or minor incapacity. The workhouse test is impracticable; the labour test ineffective and non-remedial. Something more is wanted—say, power to send men to labour settlements which should be in part of a semi-penal character. No real progress is possible without this.

(b) The municipal organisation of charity on a large scale. Charity given on social grounds (*i.e.* fellow-membership in the civil community) should be organised by the civil community. This would meet a large number of the cases now dealt with by

out-relief, and a stricter administration of the Poor Law would be less difficult.

4. Apart from the duty of contributing to such a general fund, religious organisations as such could then confine their charity to the task of helping *bona fide* members of the church. This limitation is impossible at present; and the poor fund of a large poor parish is a source of endless difficulty.

5. The respective effect on the recipients of charity and out-relief may as far as my experience goes be roughly summarised as follows :—

Effect of	Charity, sym- pathetic.	"Charity," (bare gifts)	Out-relief.
On persons of good character	Good.	Bad.	Good.
On persons of indif- ferent character	Dis- appointing	Lowering.	Lowering.
On persons of bad character	—	Bad.	Bad.

APPENDIX No. CXXXIV.

STATEMENT OF EVIDENCE BY MR. W. E. HINCKS, SECRETARY, CHARITY ORGANISA- TION SOCIETY, MEMBER OF TOWN COUNCIL, AND OF DISTRESS COMMITTEE, ETC., LEICESTER.

PROVINCIAL URBAN CENTRES—MIDLANDS.

1. I was from 1897 to 1903 Secretary for Leicester Branch Amalgamated Society of Engineers. For seven years member of Leicester Trade Council, a member of Executive and one year President. Since 1900 a member of Town Council. Since 1903 secretary of Charity Organisation Society. At present occupying two last positions. Am a governor of Leicester Infirmary. Am on committee Leicester Saturday Hospital Fund, committee Church Army, and several other charitable societies.

Poor Law Administration.

2. Of recent years there have been great changes in the boot and shoe and the hosiery trades in Leicester. Machinery has been introduced by which production has been immensely accelerated. In the former trade there has been almost incessant friction between the men's union and employers' federation. This has aggravated the depression caused by the introduction of machinery. Good wages are earned by boys at this trade. This has led to the trade being over supplied with labour. This surplus is particularly felt when the age of the workers makes it necessary to claim the minimum wage demanded by the union. As a consequence many men at twenty years of age are dismissed and never again take up the trade. Some become labourers, some insurance agents, but the majority depend almost entirely on casual labour and drift lower and lower into the "unemployable." About two years ago a "Piecework Statement" was agreed upon by employers and men. This has tended to reduce the friction. The men have earned much

better wages. Production has received a further impetus. The working "season" still further reduced. In spite of this boys are still put to the trade in equally large numbers. They still earn good wages. This tends to habits of carelessness and improvidence with the majority. Girls and women also earn good wages in this trade, which creates a preference for warehouse life over that of home life, for many married women continue to work after their marriage.

3. What has been said of the boot trade in the main applies to the hosiery trade. The relations between employers and employed, however, have been much more friendly, the disputes being generally settled by conference.

4. For some five or six years there has been serious depression in the building trades. This is due to the fact that from about 1875 to 1900 these trades were remarkably busy. Besides schools, public buildings, factories, houses of all grades were built in very large numbers with the result that to-day there are from 2,000 to 3,000 empty houses. It should be pointed out that the greater half of these are situated in the lower parts of the town and probably never will again be occupied. Ten years ago they were tenanted by the artisan class. To-day the artisan class are able to get much better property more favourably situated. The difference in the houses of the working classes to-day as compared with ten to fifteen years ago is a remarkable testimony to the general improvement of the social condition of the town.

APPENDIX No. CXXXIV.—*Continued.*

5. There are very large spinning mills (wool and worsted) which employ great numbers of women. If a careful investigation of "woman labour" was made with a view to eliciting how it affected the general well-being of the town and its effect on male labour, there cannot be any doubt that it would prove to be seriously detrimental. There is a large amount of general engineering and machine building done in Leicester. There must be over 3,000 workmen employed. This trade is steady and subject to little fluctuation.

6. There are many other trades, but the majority of them are not large enough seriously to affect the general condition of the town. Upon the condition of the boot and shoe, the hosiery, and the building trades depends the social condition of Leicester.

7. It should be said that serious as has been the building trades depression, the majority of the workmen have not and would not seek either Poor Law or charitable relief. They are well-organised in their respective unions, most of which have unemployed benefit of at least 10s. a week for twelve to fourteen weeks. Besides this they are men of good type, independent and self-reliant and more or less provident.

8. This does not apply to the boot and shoe trade to the same extent. Until a year or so ago this union had no unemployed benefit. The members now are paying extra contribution to enjoy such a benefit. This must have a most beneficial effect upon the town as well as upon the individual members.

9. The hosiery union makes no provision for unemployment except that a grant is made to men displaced by machinery.*

10. Certain sections of Leicester people consider the condition of the town to be socially and industrially bad to an extreme degree. There is poverty, but not in any way so widespread as these people make out. It is confined to a section, a somewhat numerous section, whom it would be utterly impossible effectually to relieve. Many are unskilled, perhaps 95 per cent., and many unemployable. As a set-off it should be pointed out that there is a very large number of artisans who are regular depositors in the building societies, and the savings banks, who are members of various friendly and thrift societies. This class of artisan is also responsible for a large distributive co-operative undertaking and many smaller productive societies.

11. With full knowledge of the condition of Leicester's poverty, as well as its brighter side just referred to, there is, in my opinion, no justification for Leicester being considered as a town with peculiar problems or a town particularly poverty-stricken.

12. Leicester Board of Guardians has endeavoured to provide work for the unemployed (able-bodied) on labour test. This is peculiar to Leicester if a return issued by the board some two and a half years ago is reliable. This return discovered that Leicester had more able-bodied paupers than the six largest towns in England combined.

13. An attempt was made to "provide work for the unemployed." The guardians thought men might be temporarily helped over an interval of unemployment. Stick-chopping proved inadequate to occupy the number who applied. Land was hired for potato-growing. The experiment has hopelessly failed, financially a loss. But the most serious part of the failure is that of the idea of "temporary employment," for men once on do not get off very quickly. Many are on six months, some a year, and some even two years.

14. With regard to the respective merits of indoor and outdoor relief I think there should be more classification of the indoor poor: outdoor relief should be abolished except in special cases to be submitted to Local Government Board.

15. The following are some of the more potent causes of pauperism:—

(a) Guardians advising unemployed gatherings to apply.

(b) Guardians and clergymen of all denominations, district visitors of all denominations, etc., urging people to apply.

(c) Indifference to reports of relieving officers.

(d) Attempts of guardians to lower the relieving officers in public estimation.

(e) General laxity on the part of relief committees respecting investigations.

(f) Relief of cases far removed from destitution.

16. The class of persons seeking election as guardians is chiefly composed of persons in no way conversant with history or practice of Poor Law relief, whose only idea is to "relieve distress," without any conception as to the effect of "relief," because they are Liberals, Conservatives or Labour men; because they have a "bit of time on their hands."

17. The following are the more important suggestions that I would make for a reform in the Poor Law or its practice:—

(a) Case papers instead of books.

(b) Keener and authoritative inspection by Local Government Board.

(c) More authority given to relieving officers and clerks.

(d) Cross visiting.

(e) More care respecting earnings of family.

(f) Stringent regulations as to limitations of guardians.

(g) Guardians to be financially responsible in case of surcharges.

(h) Abolition of labour test.

(i) " " out-relief to able-bodied men.

(j) Guardians should be compelled to prosecute paupers who are proved to have deliberately deceived Guardians respecting income, &c.

Unemployment.

18. It is not possible to speak with any degree of accuracy as to the extent of unemployment. There are a good number of artisans who would never register at Distress Committee's office, and there are undoubtedly many men registered by Distress Committee who are on the labour test, some who never can be said to have regularly worked. Actually on the Distress Register at the present time there are 1,323 men. One-third of registered men have lived in Leicester under five years.

On labour test, 240. The exact number of organised trades unionists could be given, but to get the facts would require considerable time. (Alderman Thomas Smith, Chairman of Distress Committee, who is also the Labour Correspondent of Board of Trade, could speak on this point).

19. As to the class of men it is also difficult to speak. Of the men on distress register and labour test, they are practically all unskilled men.

See following list issued by Distress Committee, January 31st:—

Classification of Trades and Occupations.

Boot and shoe	-	-	-	-	-	395
Hosiery	-	-	-	-	-	26
" dyers and labourers	-	-	-	-	-	22
Building	-	-	-	-	-	40
" labourers	-	-	-	-	-	104
Engineering	-	-	-	-	-	31
Miscellaneous	-	-	-	-	-	79
Navvies and excavators	-	-	-	-	-	125
Carters and ostlers	-	-	-	-	-	29
General labourers	-	-	-	-	-	466
						<hr/> 1,323

20. The boot and shoe are to some extent skilled men. But they cannot be called skilled in the sense of a carpenter or a mechanic being skilled. Few of them could make a boot outright, having been trained to perform one operation only.

Of the number put down as "Building" and "Engineering," none of them are really skilled men.

The "inquiry" made is not sufficient for exact and reliable description of class of men out of work.

21. As to the working of the Unemployed Workmen Act, there has unquestionably been a great financial

* There is no fixed unemployed benefit.

APPENDIX No. CXXXIV.—*Continued.*

loss. A number of men were set upon a tract of land, spade digging for potato growing—a season's work almost without financial result, the crop of potatoes for some cause or other being unfit for consumption. A sale of £500 was anticipated, but not more than £100 will be realised. Exact figures cannot yet be given, as balance sheet is not forthcoming.

22. At the present time better work is being done, the men being engaged on sewerage and draining. This also is estimated to cost about one-third more than if done in the ordinary way and by men accustomed to such work.

Medical Assistance of the Poor.

23. The Poor Law authority provides indoor hospital treatment for nearly all ailments other than those requiring operations. These are performed at the Leicester Infirmary (voluntary). There are six medical officers engaged to deal with the persons requiring treatment outside the institutions.

24. The Leicester Infirmary maintained by subscriptions and by Saturday Hospital Fund (of which full information has been given to Commission by the secretary) deals with all afflictions, eye, ear, throat, etc. There are few sectional hospitals. The principal one (practically the only one) is the Leicester Institution for Diseases of the Skin) voluntary subscriptions. Where possible patients pay little. All doubtful cases sent to Charity Organisation Society for inquiry. The Provident Dispensary has upwards of 52,000 subscribers or members. There are two other similar institutions, particulars of which could easily be obtained. The friendly societies have their own dispensaries. Many doctors have their own clubs. All these institutions and clubs are maintained mainly by the artisan and labouring classes.

25. There is little overlapping, and this is known to the institutions concerned. The medical staff at the infirmary consider that steps should be taken to regulate dispensary and Poor Law patients receiving recommendations for treatment at infirmary. They willingly co-operate but would be glad to be sure that the officers of dispensaries and Poor Law know that their patients attend infirmary as out-patients.

26. The possibility of handing over to one authority the whole work and duty of medical assistance to the poor is, I think, very remote.

27. The health of the community suffers only in respect of lack of indoor accommodation at infirmary. This is being remedied. Could give exact particulars.

Charity and Voluntary Effect.

28. There is a difference between the effects of charity and Poor Law relief which depends entirely on the management of the charitable societies. Poor Law relief undoubtedly, as given here, creates a desire to live on relief and is generally detrimental to the recipient. Some of the charitable societies, loosely managed, are equally injurious.

29. From the point of view of one engaged in charitable work the following are some of my criticisms of Poor Law methods:—

(a) No attempt to inculcate independence.

(b) Nearly all applicants relieved, few adequately.

(c) No attempt made to compel family responsibility even where there is legal liability.

(d) Little distinction made between householders and the occupants of "furnished rooms" or lodgers.

(e) Medical orders obtained too easily.

(f) Medical relief (beef, milk, etc.) too easily given.

(g) Out-door relief given where one of the family is afflicted with consumption.

(h) Inadequate investigations.

(i) Officers overburdened, some being responsible for 1,000 cases.

30. Guardians show readiness to co-operate. There is great opportunity for extension, but fear guardians as at present constituted would not be over ready for such extension. Despite their readiness to co-operate they are jealous of co-operation as they at present consider themselves the authority for dealing with the "poor" rather than with the destitute.

31. With respect to the question of the possibility of substituting charity for out-relief it appears to me that without definite reasons for believing that charity could meet all the demands made upon it, there is reason enough to justify such an experiment being attempted.

APPENDIX No. CXXXV.

STATEMENT OF EVIDENCE BY MR. D. G. HOLLAND, MEMBER OF BOARD OF GUARDIANS AND OF DISTRESS COMMITTEE, LEICESTER.

PROVINCIAL URBAN CENTRES—MIDLANDS.

1. As a guardian of the Leicester Union for twenty-five years, I very briefly submit the following observations.

Social and Industrial Conditions.

2. We have had very severe depression in the shoe trade—one of our staple industries—which has caused a great amount of poverty, and to-day, although things are better, there being a very large out-turn of goods, there are fewer people employed. One result has been that two families are living in one house, which, in my opinion, does not tend to decency or morality, besides being a great loss to the rates. We have to-day over 3,000 empty properties.

Experiments in Poor Law.

3. We obtained powers to acquire land, and during the past three years we have had 47 acres under cultivation, principally for men with families. In some cases I am sure it has been a great help to those employed. It has also relieved our streets of a great many who could only be described as undesirable. We also rent a factory, where men unfitted for work on the land are employed in stick-chopping. The number of men employed last week in all branches was 271. This, I should say, represents, with their families, 884 persons.

Indoor and Outdoor Relief.

4. I favour outdoor relief where some provision has been made, such as clubs, etc., and I look upon it as one of our best means of classifying.

Classes of Persons applying for Relief.

5. A very large number of widowers and widows apply, but where there are children earning, everything is considered before granting relief. The saddest cases are young widows left with two or three young children, and nothing to rely upon. I should hesitate before giving an order for the House, if the mother was a worthy person.

Causes of Pauperism.

6. Improvidence, aggravated by intemperance in many cases.

Class of Person seeking Election.

7. The second-rate middle class. I have noticed during the time I have been on the board, a great deterioration in its members, and I think it is due to the qualification of guardians being removed. It used to be a pleasure to associate with the gentlemen forming the board a few years ago, and I feel that some test of fitness should be imposed.

APPENDIX No. CXXXVI.

STATEMENT OF EVIDENCE BY MR. JOHN W. HOWITT, SUPERINTENDENT RELIEVING OFFICER FOR FIFTEEN YEARS AT ASTON, DISTRICT RELIEVING OFFICER FOR TWELVE YEARS AT LEEDS, AND ASSISTANT IN THE UNION CLERKS' OFFICE THERE FOR THIRTEEN YEARS.

PROVINCIAL URBAN CENTRES—MIDLANDS.

THE SOCIAL AND INDUSTRIAL CONDITIONS IN ASTON UNION.

1. For union purposes the social and industrial conditions may be termed ideal, embracing as they do:—
(1) More than a half of the Birmingham "slums";
(2) a huge population of respectable artisans; and (3) a very large area of agricultural land and suburban residences.

PARTICULARS AS TO PECULIARITIES OR EXPERIMENTS IN POOR LAW ADMINISTRATION.

2. *Leeds and Aston.*—Forty years ago and ever since Leeds has relieved able-bodied men, giving them test labour. Aston has not done so, and does not maintain in the workhouse as large a number of able-bodied men. Forty years ago at Leeds the scale of outdoor relief was 2s. 6d. and 3s. for a single person. At Aston it was, up to eleven years ago, 1s. 6d.; still the poor seemed as comfortably off as at Leeds, and the indoor poor was less than the average. The scale at Aston has since been raised to 2s. 6d. and 3s. for a single person, but experienced relieving officers fail to detect any improvement in the appearance or surroundings of the poor, neither has it reduced the number of admissions to the workhouse, indeed more people give up outdoor relief and enter the workhouse than formerly.

3. *Aston Outdoor Relief.*—A chart indicating the ebb and flow of this is appended, and constitutes one of the most peculiar object lessons in Poor Law administration. Twice, changes in the staff have brought about amazing reductions in both numbers and amount, and others made in 1879 and 1906 checked a constant upward tendency. (*See Appendix No. CXXXVI. (A.)*).

4. *Wives and Families of Prisoners and Deserters.*—This class has been barred from receiving outdoor relief except in special cases by resolution of the board of twenty years ago. However, about 1894 the Relief Committees commenced to ignore it, or rather to make all cases special ones, and from 1895 to 1901 relieved 742 such persons. The board then re-asserted its resolution, since when no such cases have been relieved out of the workhouse, and no increase of admissions has taken place. Seventy-two persons were on the relief list at the time, but not one entered the workhouse.

5. The Leeds weekly outdoor relief was once reduced £30 in three months by guardians changing committees.

THE RESPECTIVE MERITS OF INDOOR AND OUTDOOR RELIEF.

6. I advocate both, but am of opinion that wherever the number of each class is approximately equal there will be found the best administration. *See Paragraph 8.*

THE CLASSES OF PERSONS APPLYING FOR RELIEF.

7. The men are nearly all of the labouring class, such as carters, excavators, foundry labourers, etc., and the aged men mostly seek admission to the workhouse. The women are generally widows—young ones, with a family, and aged. They oftener seek outdoor relief. I append a classification of workhouse inmates which bears on this point. (*See Appendix No. CXXXVI. (B.)*).

THE CAUSES OF PAUPERISM.

8. The chief contribution to official pauperism is maladministration of outdoor relief.

The pauperism in the Aston union has always been low both as regards indoor as well as outdoor. Its poor are relieved about equally in and out.

To test whether this ratio produces a low rate of pauperism in other unions as well, I extracted from the Return of Pauperism on July 1st, 1906—just published—the statistics of twenty unions where the in and outdoor paupers nearly approximated, leaving out Whitechapel, Birmingham, etc., where abnormal circumstances produce abnormal proportions.

The indoor paupers in these unions numbered 24,058 and the outdoor 29,576. The population of these unions, in 1901 was 3,181,375—nearly one-tenth of that of England and Wales.

If the whole of England and Wales had its relief administered on the same lines, the paupers would be reduced by 195,163. In other words, 35 per cent. of the pauperism is, in my opinion, created by maladministration of outdoor relief.

The unions I refer to above are scattered over the country and are Aston, Atcham, Bath, Bradfield, Bradford, Brighton, Coventry, Ecclesall Bierlow, Gateshead, Guildford, Oldham, Portsmouth, Preston, Reading, Rochdale, Salford, Sheffield, Stamford, Toxteth Parks and West Derby.

9. The causes of legitimate pauperism are inability to work from old age, impossibility of providing for that condition out of the earnings of unskilled men, the increasing neglect of aged parents by sons and daughters, and the readiness with which guardians now take charge of them.

10. I know cases of thriftlessness, drunkenness and vice, but I am sure they form a very small proportion of the pauperism of Aston.

THE CLASS OF PERSONS SEEKING ELECTION AS GUARDIANS.

11. The persons seeking election as guardians are chiefly tradesmen, retired or still in business, ladies, and an increasing number of labour leaders.

PARTICULARS AS TO THE ADMINISTRATION OF RELIEF IN THE UNION.

12. *Relief Staff.*—A superintendent relieving officer, five district relieving officers, one assistant relieving officer for lunatics and one resident assistant relieving officer for urgent applications.

13. *Administrations.*—Medical relief is, as in most unions, entirely in the hands of the relieving officers. Admission to the workhouse largely, and of necessity, rests with the relieving officers, though the guardians direct that where possible they shall be allowed to deal with them. *The outdoor relief* is almost solely administered by the guardians by means of five relief committees who meet fortnightly. *The indoor relief* is as carefully administered as the outdoor through a Revision Committee with the superintendent relieving officer in attendance. *The amount of relief granted* is generally 2s. 6d. per aged person and 1s. 6d. per child of a widow. The 6d. is given as bread. *Applications* of any kind are rarely refused. *Sick men* are relieved in the infirmary and outdoor relief given to the family. *Single women* with children and able-bodied widows with a single child are not relieved outside. The wives and families of prisoners and deserters are only relieved in the workhouse.

14. The relieving officers' duties are confined to relief work and collecting money from relatives. They do not pay the poor nor remove lunatics.

15. I, as superintendent relieving officer, make myself acquainted by visiting, with all new cases for outdoor relief, and attend all relief committee meetings when possible. The guardians, however, cannot conveniently

APPENDIX No. CXXXVI.—Continued.

meet at times enabling me to attend all, so that for years past, with a few months' interval, I have been prevented attending more than one committee. I can now attend two. When the relief was reduced from £5,400 to £2,600 in the early nineties I was attending them all (3). My influence on the relief now is to a large extent limited to advising the relieving officers after making my own enquiries.

16. I have no suggestions to make for the reform of the Poor Law or its practice. I know that sometimes the Orders work harshly, but it has become an axiom that the bane of all Poor Law administration has been legislating for the exceptional.

TRADES UNIONISM AND WORKMEN'S COMPENSATION
ACT AS CAUSES OF PAUPERISM.

17. I should say that the former does not conduce to pauperism for by maintaining a high rate of wages, aged people can be kept from it by means of their children, and how far their system of protection against an excess of workers is injurious by forcing men into the unskilled market is problematical.

18. Aged men I believe have come to us sooner and more numerously since the passing of the Compensation Act. This has arisen from the employers' anxiety to obviate claims and also that middle aged men sooner despair of obtaining work, feeling no doubt that the Act militates against their chance of success.

APPENDIX No. CXXXVI. (A.).

(See Chart opposite).

APPENDIX No. CXXXVI. (B.).

Handed in by Mr. John W. Howitt, Aston Union.

ASTON UNION.

Classification of the Workhouse Inmates on the 8th June, 1901, and 7th July, 1906.

Ages.	Total Inmates.		In Hospital.		Certified Imbeciles.	
	June, 1901.	July, 1906.	June, 1901.	July, 1906.	June, 1901.	July, 1906.
Over 80 years - - - -	72	93	34	20	—	1
Over 70 years - - - -	342	449	130	78	6	6
Over 60 years - - - -	604	795	218	132	10	14
16 to 60 „ - - - -	475	516	159	187	92	73
Under 16 „ - - - -	82	73	40	48	6	9
	1,161	1,384	417	367	108	106

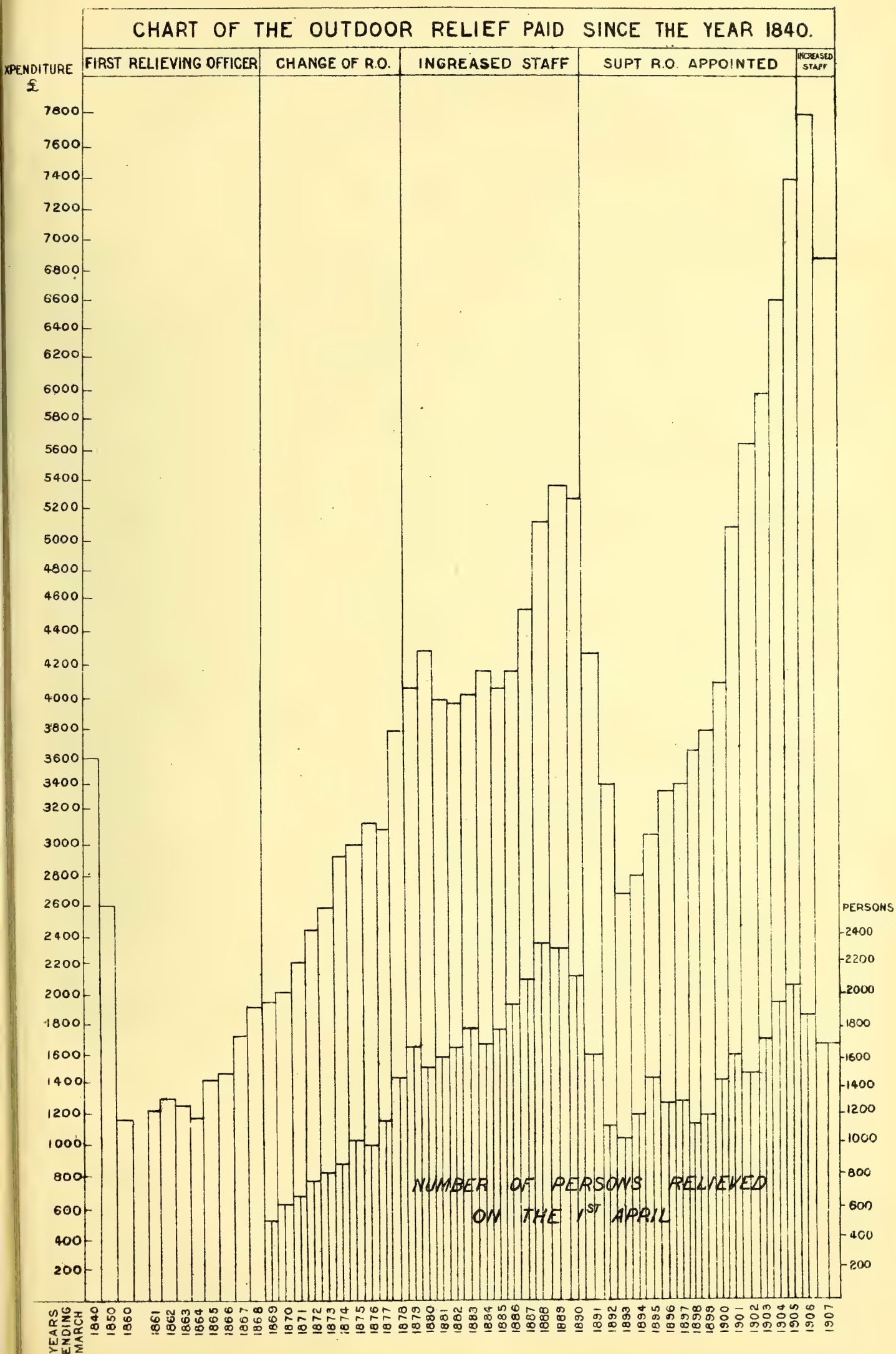
A further classification of those between 16 and 60 years of age.

	June, 1901.	July, 1906.
In Hospital - - - - -	159	187
Mentally Weak, Certified - - - - -	92	73
„ „ Uncertified - - - - -	54	62
Epileptics - - - - -	31	37
Totally Blind (4) and Deaf Mutes (5) - - - - -	8	9
Crippled by Paralysis (26), Accidents, &c. (21) - - - - -	35	47
Prematurely Aged and Infirm - - - - -	35	36
Temporary Cases, &c. - - - - -	21	11
Inmates with Children :		
Married Couples (7) - - - - -	Not shewn	14
Widowers and Married Men (Wives out) - - - - -	Not shewn	10
Single Women - - - - -	26	18
Wives of Deserters and Prisoners - - - - -	14	12
	475	516

Table shewing the number of Adults admitted to the Workhouse since 1900, and the number now chargeable.

Year.	1906.	1905.	1904.	1903.	1902.	1901.	1900.	Ten years, 1890 to 1899.	Ten years, 1880 to 1889.	Ten years, 1870 to 1879.	1864.
Admitted - -	906	1,950	1,771	1,818	1,143	1,634	1,586	—	—	—	—
Remaining (7th July)	310	264	178	128	94	52	43	201	29	11	1

APPENDIX N^o CXXXVI (A)
HANDED IN BY M^R J. W. HOWITT ASTON UNION.
ASTON UNION.



APPENDIX No. CXXXVII.

STATEMENT OF EVIDENCE BY SAMUEL EBENEZER JOHNSON, L.S.A., LONDON, L.M., AND L.R.C.S., EDINBURGH, MEDICAL OFFICER AND PUBLIC VACCINATOR OF THE SOUTH-EASTERN DISTRICT OF THE KING'S NORTON UNION (TWENTY YEARS). ALDERMAN OF THE CITY OF BIRMINGHAM, JUSTICE OF THE PEACE OF THE COUNTY OF WORCESTER.

PROVINCIAL URBAN CENTRES—MIDLANDS.

MEDICAL ASSISTANCE OF THE POOR

1. As to the agencies for medically assisting the poor in and around the City of Birmingham :—

(a) The Council of the City of Birmingham have hospitals for the reception of infectious diseases such as smallpox, diphtheria, membranous croup, scarlatina, or scarlet fever, and typhoid, without any charge whatever and irrespective of the position or income of the patient or his friends. The Urban District Council of King's Norton and Northfield have precisely the same arrangement. The City Council has a number of women health visitors who give valuable advice in the homes of the poor.

(b) The Poor Law authorities have relieving officers who are in daily attendance at specified times at their offices for the granting of medical orders on their district medical officers for the medical attendance of the poor, and the only passport in order to obtain such medical assistance is their poverty or inability to pay for such attendance.

(c) *Hospitals*.—The City of Birmingham is thoroughly well equipped with hospitals for all kinds of maladies such as ordinary medical or surgical cases, viz. :—

General Hospital.
Queen's Hospital.
Children's Hospital.
Women's Hospital.
Skin and Urinary Hospital.
Eye Hospital.
Ear and Throat Hospital.
Dental Hospital.
Orthopædic and Spinal Hospital.
Homeopathic Hospital.
Convalescent Homes of the Birmingham
Hospital Saturday Fund.

Medical Mission.

Institutions for the Blind, Deaf and Dumb,¹

Birmingham District Institution for Home Nursing.

Birmingham General Dispensary, with a Central Institution in the city and several branches in the suburbs.

Lying-in Charity for attention upon patients at parturition at their homes.

In these institutions admission is gained for the most part by a ticket from a subscriber or by a small registration fee; this small fee is often not charged if the individual pleads poverty. In all cases of emergency or accident patients are admitted without fee or question. The class of people seeking assistance at these institutions are all sorts and conditions, and the object of them seeking this assistance is manifold—a large number, I am sorry to say, from their inherent dislike to pay for medical or surgical help, hence the abuse of hospitals; others for the superior facilities hospitals afford for serious cases.

(d) *Medical Clubs*.—There are innumerable sick clubs with their ramifications, and also some provident dispensaries extending into every part of the city and district. The usual conditions govern this class.

2. There is the happiest spirit in the co-operation of the various institutions; nothing further is needed.

3. The city is well provided with agencies for providing medical assistance to the poor, and my experience leads me to the decided opinion that it would be a great mistake to hand such matters over to one authority or agency.

APPENDIX No. CXXXVIII.

STATEMENT OF EVIDENCE BY DR. LAMBERT A. W. JOHNSTON, DISTRICT MEDICAL OFFICER, PARISH OF BIRMINGHAM.

PROVINCIAL URBAN CENTRES—MIDLANDS.

MEDICAL ASSISTANCE OF THE POOR.

1. As far as my qualifications and experience are concerned, I may say that I am a member of the Royal College of Surgeons, and Licentiate of College of Physicians, London. I was senior resident medical officer at the City Fever Hospital, Lodge Road, Birmingham, for nearly two years, after which I was engaged in private practice in Birmingham for about two years. I was appointed to my present work as district medical officer to the parish of Birmingham in November, 1903.

2. *The Health Authorities* afford very valuable assistance to the poor in many ways. There is a commodious hospital situated at Little Bromwich for the reception of scarlet fever cases. At Lodge Road there is an isolation hospital for the reception of diphtheria, typhoid, and puerperal fever cases. There is also an institution at Little Bromwich where accommodation can be given to cases

APPENDIX No. CXXXVIII.—*Continued.*

of smallpox should any arise. The health authorities also provide a staff of lady health visitors whose duty it is to visit the poor and instruct them in the many ways that lead to an improvement in their condition. In particular I would mention that good work is done by the health visitors in instructing the people in the proper methods of feeding infants.

3. *Poor Law*.—There are two district medical officers for the parish of Birmingham, which has an acreage of 2,996. We devote the whole of our time to our district work, and attend at the central offices every morning from nine to eleven o'clock to see cases, and then visit at their homes those that are not able to attend at the dispensary.

4. A dispenser attends at the offices every day from 9 to 12 a.m., and again from 4 till 7 p.m., so that ample provision is made for the poor to obtain medical advice and medicines necessary.

5. The whole system of distributing relief, both medical and otherwise, being conducted from offices situated in the centre of the parish affords every facility to the poor to obtain prompt attention.

6. There is telephonic communication between the doctors' residences and the parish offices. This has proved of great value, especially in cases requiring urgent attendance on part of the doctor. As most of the urgent cases of illness occur during the night, the Commission will be able to appreciate the amount of time and trouble that the poor are saved by this means.

7. As far as medical assistance from the Poor Law is concerned, the methods in force in Birmingham for the attention of the district medical officers on the poor leave practically no improvement to be desired.

8. *Voluntary Effort*.—There are in Birmingham several charitable institutions which afford ample means to the working classes of obtaining medical assistance. I may mention the General, Queen's, Orthopædic, Spinal, Eye, Ear and Throat, Lying-in Charity, Skin and Urinary, Homeopathic, and Children's Hospitals (two). Besides these there are several dispensaries in the parish which provide medical assistance to the poor.

9. There are also convalescent homes in connection with the various hospitals.

10. With reference to the class of persons assisted by voluntary effort, I should think that the majority would belong to the factory classes.

11. As to the cause of their seeking assistance at the hospitals, as far as surgical cases are concerned, the majority of such would be unsuitable for treatment at their own homes, both on account of surgical procedures necessary, and the length of time of illness. The people might, say, be able to pay their doctor for a time, but could not afford to pay an adequate fee for a lengthy period, so that by seeking assistance at one or other of the hospitals they are relieved of all expense for medical attendance.

12. In medical cases I believe the same holds good, but no doubt there are many cases of abuse of hospital treatment.

13. On the other hand, with reference to the question of overlapping or co-operation between the different agencies it would be difficult to say to what extent cases that ought to be relegated to the Poor Law are attended to by these charitable institutions.

14. In my opinion it is a very small percentage. In the majority of cases, until a person makes application to one or other of the parish authorities, and states his or her circumstances, it is of course impossible to ascertain whether they are paupers or not.

15. I can only say that where the hospital authorities do get cases that require attention from the Poor Law authorities, such cases are dealt with by the relieving officers.

16. The system adopted in Birmingham, where the medical officers (two) devote the whole of their time to their district work, has proved so efficient that I fail to see where any alteration would effect an improvement.

17. I feel confident that the poor receive more prompt and close attention where the medical officer is not engaged in any other work.

18. I have no hesitation in saying that the health of the community does not suffer from insufficient medical assistance. With the accommodation provided for infectious fever cases by the health authorities, the infirmary and district medical officers and the numerous charitable institutions established in Birmingham, I think that the poor have ample means in the shape of medical assistance at their disposal.

19. As to the quality of such medical assistance there is nothing wanting in this respect.

20. I would suggest that, where possible, in towns similar to Birmingham, district medical officers should be appointed who would devote the whole of their time to their district work (and I think it would be an advantage to combine the vaccination work with the district medical work) instead of appointing medical men engaged in private practice, for the following reasons:—

- (1) Because there would be no prior interest in any other work.
- (2) The poor would receive more prompt attention.
- (3) It would not require so many medical men to be appointed.

21. I would also say that where the system of distributing relief both medical and otherwise could be worked from offices situated centrally in parishes similar to Birmingham it would be a distinct advantage.

22. An improvement would also be effected by having telephonic communication between the doctor's residence and central office.

23. There is another point I think worthy of attention—namely, the following:—

In those cases, which, either from their surroundings or personal condition are unsuitable for proper medical treatment in their own homes or lodgings, and who refuse the advice of the medical officer to go into the infirmary, that power should be given to the guardians in some form, so that such cases could be removed. I might instance a case which happened a few weeks ago in one of my districts. I was called to see a man who was suffering from pneumonia. He was lying in a miserable stuffy room, with no means of ventilation or fire, and only a crippled brother to attend to his wants. To put the matter shortly, it would have been impossible to make the conditions worse. I tried every means to persuade the man to let me send him to the infirmary, but he refused. I did everything possible for him under the circumstances, but the man died in a few days. I mention this case because I am convinced had I been able to remove him at the onset to the infirmary, where his surroundings would have been so different, and where he could have received the careful nursing required in such a case, the probability is that he would have recovered. Other cases which are sources of contagion and infection to those surrounding them should also be compulsorily removed, such as scabies, venereal diseases, bad types of eczema, etc.

APPENDIX No. CXXXIX.

STATEMENT OF EVIDENCE BY DR. O. J. KAUFFMANN, HON. PHYSICIAN TO THE QUEEN'S HOSPITAL, VISITING PHYSICIAN TO THE WORKHOUSE INFIRMARY, CONSULTING PHYSICIAN TO THE BIRMINGHAM GENERAL DISPENSARY.

PROVINCIAL URBAN CENTRES—MIDLANDS.

MEDICAL ASSISTANCE OF THE POOR.

1. *Sanitary Authority*.—This is the Health Committee of the city council. The general sanitation of the city is good, and the death-rate moderate.

2. Under the authority of the city council the two *fever hospitals* and three *asylums for the insane*, each institution being managed by a resident medical officer, or medical superintendent.

3. There is an arrangement with the Council of the University of Birmingham, under which examinations are made in the pathology laboratory of the University, free of cost to the patient or doctor attending, of sputa, inflammatory secretions, etc., especially with regard to tubercle and diphtheria. In the case of the latter disease, antitoxin, and the necessary apparatus for administering it, are also supplied free of charge. This system has been in activity some nine or ten years, and has proved of the greatest benefit to the community.

4. The "Housing Committee" of the city council is doing excellent work in improving and, where necessary, closing insanitary dwellings and adding open spaces, and the practical results of their work are very considerable.

5. *The Workhouse Infirmary* has a possible accommodation for nearly 1,500 patients; the usual numbers are 1,000 to 1,200. Many of these are epileptics and persons of unsound mind; some few are idiots or imbeciles (children); the majority are sufferers from chronic and from incurable ailments—among which consumption claims a large number—and there are also many cases of acute disease such as pneumonia, typhoid, etc. There is also a lying-in department.

6. *Other Hospitals* are:—

The Queen's Hospital (about 130 beds), the General Hospital (about 300 beds); both with large out-patient departments.

The Women's Hospital, the Eye Hospital, the Ear Hospital, the Skin and Urinary Hospital, the Lying-in Charity, the Children's Hospital, the Orthopædic Hospital—all treating both in-patients and out-patients.

7. *The General Dispensary*, treating patients in their homes. This institution has also, by means of its consulting staff, the opportunity of getting persons requiring in-patient treatment admitted into one or other of the hospitals.

8. Several smaller dispensaries, *e.g.*, the "Farm Street" Dispensary, and one under the "Medical Mission"; and four convalescent homes in the country.

9. Some hospital abuse necessarily exists, chiefly at the special hospitals, but, on the whole, the cases are deserving of the charity they claim. Nearly all these hospitals receive a considerable number of applicants from the smaller surrounding towns and the neighbouring country districts, for which Birmingham forms a medical centre.

10. There is, necessarily, some overlapping, and it is not uncommon for patients to go from one hospital to another. Co-operation between the various hospitals and between the guardians of the poor and the hospitals is extensive and cordial, place being often found at another institution when the one chosen by the patient is unable to give him room.

11. The question of the possibility of handing over all hospitals to a common authority is a difficult one, and, here at least, there appears no likelihood of such a solution.

In this place I need only indicate three great difficulties, which appear to me to stand in the foreground, *viz.* :—

(1) The objection of so many honourable working people to enter the workhouse infirmary, which would militate against an amalgamation of all charities under the authority of the Poor Law guardians.

(2) The importance of the hospitals to the medical school, and therewith to the whole community, which would be against the control of hospitals by either guardians or city council.

(3) The individual reputation of each hospital, a kind of "good-will" dependent largely upon tradition, but recognised by the patients who seek relief, and depending, no doubt, to some extent upon the character of the management of each institution.

Moreover, it appears to me to be doubtful whether much saving of cost would be effected by such a course, since the number of establishments now existing would very likely have to be kept up, in order not to diminish the service. If, under such a scheme, some institutions were closed, this would, on the other hand, entail structural additions to others.

12. Such a central hospital authority is certainly practicable, as is seen in the "Assistance Publique" of Paris, and the Hospitals Committee of Hamburg; but I am unable to say whether their working is economical. In Hamburg, too, payments are required from those patients able to make them, in proportion to their means.

13. Here and, I believe, everywhere in England public feeling is against a change in this direction, and it could only be carried out if a previous successful experiment had been made in a smaller town presenting a lesser number of hospitals and interests concerned.

14. It certainly cannot be said that in Birmingham the health of the people suffers from insufficiency of medical assistance, either in quantity or in quality.

15. I am much impressed with a class of cases which are constantly coming under my notice, and of which the best example is: rheumatism, heart disease as a consequence, and a total disability on the part of the sufferers to fight the battle of life, owing to physical incapacity. Scores of such sufferers are seen by me (and every other hospital physician) every year. Many of them, especially girls, struggle on at some employment—laundry, factory, or domestic service, courageously till they break down; they may then come into hospital or the infirmary for a month or two, and, being set on their feet again, have to earn their living. After a short while the heart again fails; and so the process is repeated until they die; or perhaps they marry, and, being spared hard physical work for a while, they keep fairly well; but if the husband loses his work, or after childbirth, the same breakdown recurs. I have conferred with the Infirmary Management Committee of the guardians on this point, recommending that a house be opened, say, for girls of this class, who would be able to partly keep such a home, and to do sewing, etc. But the committee did not see their way to accepting the suggestion. The lives of such sufferers are, in my opinion, infinitely more sad and hopeless than the lives of such as are weak-minded, idiotic or imbecile, for the former have an acute appreciation of their incompetence and misery. Their suffering is in no way the result of their own faults, nor the result of heredity. Other cases, analogous as to the physical disability they entail, occur, and I have selected the examples of chronic heart disease only as the most striking instance of the large class to which I desire to draw attention.

APPENDIX No. CXL.

STATEMENT OF EVIDENCE BY MR. FRANK LAMBERT, LATE MASTER OF THE WORKHOUSE, LEICESTER.

PROVINCIAL URBAN CENTRES—MIDLANDS.

1. I was Assistant Master and Superintendent of Casual Wards, Islington Workhouse, St. John's Road, London, 1878-1881; Master of Workhouse, Barrow-on-Soar, Leicestershire, 1882-1885; Master of Workhouse, Falmouth, 1885-1886; and Master of Workhouse, Leicester, since 1886.

2. The social condition of the working classes is of a low standard, and the industrial condition is bad in consequence of the introduction of machinery, chiefly in the boot and shoe trade, where a great number of men are displaced. Also in the hosiery trade a large number of women and girls are employed in the place of men for lower wages. Manufacturers also send work into the villages near Leicester, where labour is cheaper.

3. I consider that authority should be given to boards of guardians to erect and maintain a home for feeble-minded men and women with powers of detention.

4. The majority of able-bodied men admitted to the workhouse are undeserving cases, but great pains are always taken to find situations to help them to regain their former position, but I find by experience that they lose their work through drink and improvidence. The majority of young men have never made any provision against illness and loss of work. The tasks of work from time to

time have been altered by the guardians, and in consequence it is difficult to keep them fully employed. Store-breaking is only given for cases of misconduct and insubordination at the discretion of the master. The majority of young women admitted to the workhouse are feeble-minded. The old people in many cases are those of which their habits of life are such that their relations or friends will not find accommodation for them in their own homes, and in consequence they are obliged to come into the workhouse.

5. The classes of persons applying for relief are chiefly general labourers and shoe hands.

6. The chief causes of pauperism are improvidence and displacement of labour by machinery.

7. The guardians are mainly independent gentlemen, tradesmen, and working men.

8. In my opinion when out-relief is easily obtained it lessens the independence of the people.

9. I advocate: (a) A law to prevent married women working in factories; and (b) the provisions for old age pensions for the respectable old people, which, in my opinion, should be administered by the guardians.

APPENDIX No. CXLI.

STATEMENT OF EVIDENCE BY MR. GEORGE LLOYD, MASTER OF THE ASTON UNION WORKHOUSE, BIRMINGHAM.

PROVINCIAL URBAN CENTRES—MIDLANDS.

1. The Aston Union is comprised of nine parishes divided as follows:—

Aston, Aston Manor (Borough Districts); Erdington, Sutton Coldfield Castle Bromwich, Water Orton, Minworth, Curdworth, Wishaw (Rural Districts).

2. The majority of paupers are admitted from the parishes of Aston and Aston Manor, the inhabitants of which districts are chiefly of the working class, and small shopkeepers.

3. The industrial conditions of the union are generally good, there being a large number of works and manufacturing connected with very varied calling, where wages are good, and work as a rule plentiful.

4. In some parts of the union there are very poor districts, where children may be seen badly clothed and in a dirty condition, and the housing in these parts is bad.

5. Tin and light metal and glass trades have apparently suffered much from foreign competition, but, generally speaking, lack of employment has not been so much felt in this district as in other parts of the country.

6. On taking up my duties as master of this workhouse, eighteen months ago, I found with regard to the admission of vagrants that owing to being overcrowded it was the custom to give lodging-house tickets to those vagrants who came after our wards were full. I also noticed that as soon as the first ticket was given, a fresh number used to appear, evidently having waited until they were satisfied that we were full up, and by reversing

our practice I took in a great many who expected tickets and gradually reduced the numbers to the comparative figures given below. No lodging-house ticket has been given since December, 1905.

Total admissions, 1905	-	-	-	19,689
" " 1906	-	-	-	13,127
Decrease	-	-	-	6,562

7. I enclose a statement* for your information showing the results of my observations upon the vagrancy question, made by me during the year ended Michaelmas, 1903, whilst acting as master of the Hunslet Union workhouse, Leeds.

8. I consider the most useful deterrent to vagrancy is land employment, as the habitual vagrant soon becomes master of such allotted tasks as stone-breaking, corn-grinding, oakum-picking, etc.

9. Indoor relief is, and should be, the best test of destitution, but if the comforts and privileges of the indoor poor are to be further increased it may be necessary to extend the safeguards against imposition, and to further increase the liability of relatives.

10. The majority of our indoor poor are of the artisan class. The relatives who visit the inmates, from appearances, are in fairly good circumstances, and in my opinion it would require in many cases very little more effort on their part to assist in the provision for their care outside.

* Not printed.

APPENDIX No. CXLI.—Continued.

11. Pauperism is largely caused by the extended use of machinery, necessitating the specialising of work, juvenile labour becoming as valuable to the employer as that of adults. This results in the decrease in the practice of aprenticing, and causes a general lack of interest of men in their daily task; thereby the evil habits of betting, drinking, and inordinate attendance at sports, etc., are increased. To these evils, added to early or indiscriminate marriages and lack of thrift, in a great measure must be attributed our increase in pauperism.

12. I believe the administration of relief in this union to be at present satisfactory and economical. Until the last few years it was on the lines obtaining in the present rural unions, but owing to the present views with regard to dealing with pauperism, the guardians of this union must necessarily now fall into line with their neighbours, and incur additional expense in the treatment of the sick, in a separate infirmary.

13. Suggested reforms are:—

- (a) Separate accommodation for able-bodied men.
- (b) With regard to the vagrancy question I am of opinion that the present regulations have not been yet fully taken advantage of by guardians through, generally, lack of accommodation. If existing regulations were uniformly acted upon, an immense diminution in numbers would follow.

14. The Aston Union workhouse is chiefly built on the pavilion system, comprised of the entrance buildings, board committee rooms, main building, five pavilions (two of which were arranged for classification of aged and infirm).

15. The infirmary part consists of four pavilions and two small sections.

16. The vagrant wards are divided, one building being at the extreme south side of the grounds and arranged on the cellular principle, containing thirty-four cells and one associated ward. There are also associated wards for both male and female vagrants at the entrance.

17. We have also a separate building for aged married couples, comprising ten cottages; also there are churches for both Protestants and Roman Catholics in the grounds.

18. The numbers in the "House" at the time of writing are 1,645, of which 485 are in the infirmary. This is not a separate institution.

19. An additional building accommodating 122 men has recently been opened, and an addition of a further half pavilion on the female side of the house is contemplated.

20. The increased accommodation for ordinary inmates will be provided by the gradual absorption of the present infirmary buildings. Provision for the sick in a separate institution.

APPENDIX No. CXLII.

STATEMENT OF EVIDENCE BY MR. HERBERT MANSFIELD, CLERK TO THE LEICESTER BOARD OF GUARDIANS.

PROVINCIAL URBAN CENTRES—MIDLANDS.

1. The industrial conditions of Leicester have of late years been considerably disturbed by the introduction of machinery into the staple trades (boots and hosiery) and consequent displacement of manual labour.

2. This has had the effect of causing many people to seek the aid of the Poor Law who would not have found it necessary to do so had the demand for labour been equal to the supply.

3. Many of those displaced are unlikely to again find employment in their own trades, as the methods of production are entirely changed.

4. The poor state of the other trades has prejudicially affected the building trades, which have for four or five years been practically at a standstill.

5. There are now some slight indications of improvement in the local outlook, but the process seems likely to be very slow.

6. In this parish great interest is being taken by the working men and women in administration of the Poor Laws, at the election of guardians. In 1904 sixty-five candidates placed themselves before their constituents, and the result was that forty-eight were elected, there being twenty-six Liberals, nine Conservatives, and thirteen Labour members.

7. The board as constituted revised their rules and regulations.

The following will show some of the alterations made:—

SCALE FOR LABOUR TEST CASES.

Old Scale.

Applicant.	Per day.
Man and wife - - -	1/3
Man, wife, and child - -	1/4
Man, wife, and 2 children -	1/5
Man, wife, and 3 children -	1/6
Man, wife, and 4 children -	1/7
Man, wife, and 5 children -	1/8
Man, wife, and 6 children -	1/9
Man, wife, and 7 children -	1/10
For 7 days per week.	

New Scale.

Applicant.	Per day.
Man and wife or } - - -	1/6
Man and 1 child } - - -	1/8
Man, wife, and 1 child -	1/10
Man, wife, and 2 children -	2/-
Man, wife, and 3 children -	2/2
Man, wife, and 4 children -	2/4
Man, wife, and 5 children -	2/4
Man, wife, and 6 children -	2/4
Man, wife, and 7 children -	2/4
Man, wife, and 8 children -	2/4
For 6 days.	

8. This scale brings the pay close up to the wage earned by the ordinary labourer. (See also tabulated statement of outdoor relief to able-bodied men in Leicester and other towns. (See Appendix No. CXLII. (A)).

9. Able-bodied persons who applied for relief have been put on the labour test, either to work on the farms (of which we have two to the extent of 45 acres and 30 acres respectively) or to the labour yard, where the tasks have been wood-sawing, chopping, and bundling firewood.

10. With regard to the farm work there are many days when it is impossible for the men to work on the land, hence they have to spend their time in idleness as no stand-by had been provided. This again has a tendency to make the conditions of farm work too easy, encouraging men to apply for relief.

11. With respect to the wood-chopping, many difficulties have arisen both as to sale and competition with local firewood dealers, and their complaints have been most strongly represented to the Local Government Board.

12. I regret to say that persons were put on the labour-test contrary to the advice of the officials, which, of course, helped to swell the number on the relief roll.

13. The Relieving Officers' Application and Report Books show cases where such relief was given, and I believe one of your Assistant Commissioners has extracted certain reports.

APPENDIX No. CXLII.—*Continued.*

14. The average weekly number of men on the labour-test for the year ending Lady-Day, 1904, was 83; and for the year ending Lady-Day, 1906, 354.

15. When Outdoor relief is administered under proper conditions, viz., after a searching enquiry has been made by the relieving officer and the applicant found to be destitute and deserving and the home in which the applicant is living has its proper surroundings, it is in my mind better that outdoor relief should be granted.

16. But where the home is not sufficiently furnished and there is overcrowding or the applicant is living in a district where there are common lodging-houses and the locality is also overcrowded, then I think that indoor relief should be given, because when out-relief is given under the above circumstances it becomes generally known to the neighbours (who are many) and further applications are received from persons who have very little cause to seek relief.

17. If indoor relief is granted to persons who are not deserving, the guardians should provide work of a disagreeable nature more particularly to the able-bodied class, and they *should be properly classified and a plain diet given them.*

18. The class of persons applying for relief includes :—

(a) Far too many young men who have served in the Army, also young men who have no particular calling, and are generally to be found loitering about and who do not show any particular desire to find work other than casual work.

(b) Old people who become too feeble to manage for themselves and cannot get anyone to have them for the amount usually given by the guardians, and cases who much prefer the comforts of the workhouse to living in unhealthy surroundings.

(c) Persons who apply for their parents or other member of their family to be allowed to go into the workhouse infirmary, and to remain there as paying patients.

(d) Many cases of young women who have to be treated in the Lock wards, also young pregnant women.

(e) Old people who probably get a little assistance from charities or from some other source, who can with a little relief manage outside.

(f) Widows with families.

(g) Widows with illegitimate children (far too many).

(h) Deserted women and children.

(i) Cripples who have friends or who are able to do a little work.

(j) Able-bodied men unable to find employment.

19. Causes of pauperism include :—

(a) Want of forethought in youth to make provision for old age, neglecting to join friendly societies to provide against necessity in case of sickness.

(b) *Intemperance and Betting.*—I have known cases in which a great portion of a man's wage has been spent in street betting.

20. I am inclined to think that in some cases many persons have been attracted to our workhouse by the diet that is given, more especially since the *New Dietary Order came into force.*

21. Class of persons seeking election as guardians consists of

Professional men.
Retired tradesmen.
Married women.
Single women.
Boot and shoe manufacturers.
Hosiery manufacturers.
Agents.
Trades union officials.
Working men and women styled as the Labour Party.
Shopkeepers

22. The relief in this parish is administered by six relieving officers and one female assistant relieving officer (each pair of relieving officers being provided with a clerk).

There are six relief committees who sit at the same time as each other, viz., *every Tuesday morning at nine-thirty.*

23. The guardians forming those committees are invariably guardians from the district where the applicants live, and in some cases the committees do not take sufficient notice of the relieving officers when they report as to applicants' earnings (hence surcharges have been made).

24. In addition to the above, relief is administered every Tuesday evening by the same committees to the able-bodied poor who apply for work on the labour test.

25. Generally five or six days are given according to scale heretofore mentioned.

26. Amount of out-relief for the year ending Lady Day, 1904, £23,782.

Amount of out-relief for the year ending Lady Day, 1906, £35,130.

27. Reforms in the law suggested by my experience are :—

(a) That the very old people in receipt of outdoor relief should be paid in money at their homes.

(b) That it should be clearly laid down by the Local Government Board that the whole of the earnings of the family going into the house of a person applying for relief must be taken into account when deciding as to whether the case is one for parish relief and not the money that is actually paid to the parent by her children. For instance, a son or daughter might be earning 12s. 6d. per week and only paying their parents 7s.

(c) That it should be obligatory upon boards of guardians to appoint a superintendent relieving officer where the number of relieving officers is six or more (in the same way that it is directed by the Nursing in Workhouse Order, 1897, that a superintendent nurse shall be appointed when the staff of nurses is three or more).

I may say that in Leicester we have a female assistant relieving officer, and she is doing very useful work and has detected cases of imposition that probably would not have been found out.

I would suggest that occasionally demonstrations should be given at the various cottage homes and separate schools in inland towns, by boys from one of the training ships. I feel it would have a tendency to encourage the boys to seek for more information as to training that can be obtained in the course of a few years on the ships and would probably encourage more boys to enter the Navy or mercantile service, and thus relieve the more congested industries.

(d) That more provision should be made for the feeble-minded by way of combination of unions, say in each Poor Law inspector's district, also for imbeciles and epileptics on the same lines, where they would get more healthy surroundings and occupation.

(e) That the law of settlement should be revised, so as to make it easier for a pauper's settlement to be ascertained. A person should be able to acquire a settlement by residence in any part of a Union Area in the same way as a person can acquire a status of irremovability.

(f) Provision should also be made for discharged prisoners upon leaving prisons to be compelled to return to the place of conviction, and hospital patients discharged from hospitals should be sent back to their place of residence, without becoming chargeable to the parish in which the hospital or other institution may happen to be situated. It is from this class of person that it is most difficult to obtain reliable information regarding settlements.

(g) *Vagrancy.*—I quite agree with the suggestions made to your Commissioners by the Poor Law Officers' Association.

APPENDIX No. CXLII. (A.).

Handed in with Statement of Evidence by Mr. Herbert Mansfield, Clerk to the Leicester Board of Guardians.

OUTDOOR RELIEF TO ABLE-BODIED MEN.

A LETTER, EMBODYING THE FOLLOWING QUESTIONS, HAS BEEN SENT TO THE UNDERMENTIONED UNIONS AND THE REPLIES ARE HEREUNDER SUMMARISED.

Union or Parish.	Whether it has been found necessary to grant Outdoor Relief to able-bodied men.	Average relieved during last four weeks.	Tasks of work are performed by men at	Scale of pay compared with that adopted at Leicester.			Tasks of Work.
				Man, wife, and 1 child.	Man, wife, and 3 children.	Man, wife, and 5 children.	
Leicester - -	Yes - -	231	Workhouse and farm.	10/-	12/-	14/-	Woodcutting and bundling, digging and farm work.
Ashton-under-Lyne	Yes - -	22	Workhouse -	5/-	6/-	8/-	Woodcutting and excavating.
Blackburn - -	Yes - -	30	Workhouse -	5/-	6/-	8/-	15 cwt. stone. 8 hours land.
Bradford - -	Yes - -	50	Workhouse -	8/-	10/6	12/6	12 cwt. limestone. 6 cwt. granite. Woodcutting and corn grinding.
Bristol - - -	Not in recent years.	-	—	6/-	8/-	10/-	15 to 30 cwt. stone. 8 hours land.
Burnley - - -	Yes - -	5	—	8/-	10/6	12/6	No tasks yet prescribed.
Huddersfield -	Yes - -	11	Workhouse -	5/-	9/6	12/6	120 lbs. corn grinding. 10 cwt. stone. Firewood. Land.
King's Norton -	Yes - -	60	Test yard -	6/8	8/4	10/-	Majority at stonebreaking. A few on land.
Leeds - - -	Yes - -	120	Workhouse -	7/-	9/-	11/-	12 cwt. stone. Oakum. Digging. Wood.
Manchester - -	Yes - -	81	Workhouse farm	5/-	7/-	9/-	Farm cultivation.
Northampton -	Yes - -	150	Test yard -	-	-	-	Stonebreaking. Payment at the rate of 3d. per cwt. Maximum 10 cwt. daily for from 2 to 5 days.
Norwich - - -	Yes - -	20	Labour yard -	5/5	6/9	8/4	Woodcutting.
Poplar - - -	No - -	-	—	-	-	-	Separate farm colony as a branch workhouse. Agricultural work and construction of a water reservoir.
Rotherham - -	Not recently	-	Test yard -	5/6	7/6	9/6	—
Salford - - -	Yes - -	6	Test yard adjoining workhouse.	-	-	-	Stones. No printed regulations, but if the applications become numerous, proper regulations will have to be made.
Sheffield - - -	Yes - -	39	Test yard -	-	-	-	Stonebreaking and wheeling.
Sculcoates (Hull) -	Occasionally	Nil	Corporation test yard.	-	-	-	Stonebreaking. Paid at the rate of 2/6 per ton broken.
Southwark - - -	Yes - -	14	—	Temporary relief in kind according to circumstances.			Borough Council employ men sent by the Guardians, and pay 6d. per hour.
Stoke-on-Trent -	Not since 1896	-	—	-	-	-	The experience was not such as to lead the Guardians to regard the scheme as successful.
Swansea - - -	Not recently	-	Farm - -	9/-	11/-	13/-	Farm work and oakum picking.
Cardiff - - -	Not since 1898	-	—	9/-	12/-	15/-	Stones. Wood. Oakum. Gardening.
Croydon - - -	During last winter.	Nil	Stoneyard -	3/8	6/2	7/4	In kind for two days' work. No man allowed more than two days each week.

APPENDIX No. CXLII. (A.).—*Continued.*

The replies from the following Unions are to the effect that it is not usual to grant Outdoor Relief to able-bodied men except in cases of sudden and urgent necessity:—

Aston	Dewsbury	Kensington	Prescot	Wandsworth
Barnsley	Dudley	Lambeth	Shoreditch	West Bromwich
Basford	Fulham	Lewisham	Stafford	West Derby
Bermondsey	Gateshead	Liverpool	St. George's	Wolverhampton
Bethnal Green	Greenwich	Middlesbrough	St. Giles, Camberwell	West Ham
Birmingham	Hackney	Newcastle-on-Tyne	South Shields	Wakefield
Chesterfield	Hammersmith	Newport [Mon.]	Sunderland	
Chorlton	Holborn	Nottingham	Toxteth Park	
Coventry	Islington	Portsmouth	Woolwich	

APPENDIX NO. CXLIII.

STATEMENT OF EVIDENCE BY MR. DOMINIC MCCARTHY, GUARDIAN OF THE LEICESTER UNION.

PROVINCIAL URBAN CENTRES—MIDLANDS.

1. I have been an active member of the Leicester branch of the Shoe Operatives' Union for the past twelve years, the largest branch of any trade union in the Kingdom.

2. We have a benevolent and convalescent fund in connection with our branch; I have been on the committee for managing same and through this came into contact with many of our sick and poor members.

3. I have worked during these years in the largest boot factory in the town so I am personally acquainted with hundreds of the unemployed and with a great number of those who seek out-relief. I have been twice unanimously selected by my society to represent its members on the board of guardians. Above all this, I am in deep sympathy with those whose greatest sin is poverty.

4. Improved machines in the boot and hosiery trades have displaced thousands of workers during the past ten years. In the bottom-cutting department of a certain boot factory forty-one men and youths were employed eight years ago. In the same factory and department to-day seven men and one boy are employed and they cut fifteen dozens of stuff per day more than the forty-one did. There are thousands of men in this town who are in incipient consumption through want of proper nourishment. A great number of those who receive out-relief are tainted with consumption.

5. We have had as many as 420 men at one time on the labour test and as far as possible the guardians have put them to work on the land. The superintendent of the farm speaks well of the men's willingness to work. No results could be shown as there were five times too many men for the amount of land.

6. I favour out-relief wherever possible. The workhouse reduces all to one dead level of gloom and hopelessness. The well-behaved aged poor should be provided with suitable cottages outside.

7. Old people form the majority of those who receive relief here. Widows with young families. Deserted women. Men who receive very low wages when at their ordinary work. They are never able to pay for medical attention and must have recourse to the guardians for such help.

8. Drink and large families I believe would account for 10 per cent. of the pauperism, but to low and irregular wages I would assign 90 per cent. of the poverty. If the Commission do not recognise the appalling evils of low and uncertain wages which are the lot of the majority of the wage earners, then your sittings are in vain. Wages of

12s., 14s., and 16s. are quite common here for adult unskilled labour.

9. The class of persons seeking election as guardians mostly consists of retired business men or small manufacturers and shopkeepers. The majority of them have never read a book on the Poor Laws, or on any other subject probably. To amass property and keep the rates low is to them the beginning and ending of all things.

10. The following reforms in the law are suggested by experience:—

(a) Able-bodied men should not be allowed to waste their lives in workhouses.

(b) In my opinion the sums granted in out-relief to widows with young families are totally inadequate. It is very difficult in many cases for the mothers to supplement by earnings what the guardians grant, but where this is not done the standard of living is of the bread and lard and tea kind, with the result that the children lead a sorrowful existence and never become thorough men and women. The guardians buy foodstuffs and clothing for cottage homes at wholesale prices, and yet they cannot keep the children per unit for double the amount granted in out-relief where goods are bought in small quantities and at retail prices. The knowledge of the evil existing in this branch of the Poor Law forced me to the conclusion that the Poor Law charges should, like education, be more national than local. Guardians have a keener interest in keeping rates low than in seeing that the helpless children under their care grow to be efficient and well-developed citizens.

(c) Chronic tramping as now known should be prohibited. There might be a Government bureau in every town where men going in search of work would be obliged to apply. Genuine advice and help should be given in place of the present degrading system. Men of known vicious and dirty habits should never be allowed to tramp from town to town spreading disease and evil. It is a crime for the nation to allow young children to be dragged through the country in these tramping expeditions.

11. The suggestion that fickle and uncertain charity should take the place of communal or national responsibility is too absurd for a passing thought.

12. There is not one man in 10,000 who remains outside a benefit society because of what may be got from the rates.

APPENDIX No. CXLIV.

STATEMENT OF EVIDENCE BY DR. C. KILLICK MILLARD, MEDICAL OFFICER OF HEALTH, LEICESTER.

PROVINCIAL URBAN CENTRES—MIDLANDS.

THE MEDICAL ASSISTANCE OF THE POOR IN THE BOROUGH OF LEICESTER.

The following information refers only to the action taken by the Corporation in relation to the medical assistance of the poor. Such action may be enumerated as follows:—

1. The provision of hospital isolation for the usual infectious diseases, viz., scarlet fever, diphtheria, enteric fever, and smallpox; also disinfection of houses after these diseases. In these respects there is no difference from the practice of most towns. No charge is made for cases from the borough.

2. Free bacteriological diagnosis is performed in doubtful cases of such diseases as diphtheria, enteric fever, and tuberculosis. The examinations are carried out at the isolation hospital by the resident medical officer. The specimens for examination are submitted by the medical men in attendance.

3. In connection with pulmonary tuberculosis (phthisis) the following measures have been carried out during the last three years:—

(a) Voluntary notification of phthisis for which the medical man notifying receives the same fee as under the Notification Act. Notification is followed by a visit from one of the sanitary inspectresses, who gives advice, verbal and printed, and leaves a pocket spittoon (free).

(b) *Sanatorium Treatment.*—If the case appears likely to be suitable, the patient is invited to apply to the medical officer of health for admission to the borough hospital. At the latter a special block has been set aside for the open-air treatment of consumption, and shelters have been erected in the grounds. Accommodation is thus provided usually for eighteen patients, though sometimes rather less. The patients, on application, are examined by the medical officer of health, and if thought suitable for open-air treatment they are admitted on the following terms:—For the first month no charge is made. At the expiration of that time, if found to be improving, they may remain, upon payment* of 10s. per week, for a second month. If still found to be improving, a third month is usually granted them free of charge. Occasionally patients have paid to remain a fourth month, and a certain number succeed in gaining admission to other sanatoria.

* In practice the great majority of the cases are paid for by the "Hospital Saturday Society" to which nearly all factory hands in Leicester subscribe.

This plan has been found to work well. For the first two years patients were only admitted for one month, and only in exceptional cases were they allowed to remain for a second month. The object aimed at then was an educational one in methods of hygiene, etc. This is now combined with an effort to permanently arrest the disease in the most suitable cases.

The number of cases admitted to hospital, together with the number of cases notified voluntarily and the number of deaths registered for the years that this system has been in vogue, is shown below:—

PHTHISIS.

Year.	Deaths Registered.	Cases admitted to Borough Hospital.	Cases Notified.
1903	266	61 (last 3 months of year only)	156
1904	353	120	182
1905	288	156	225
1906	339	69 (accommodation restricted owing to epidemic of scarlet fever.)	215

After removal of a case to hospital, or after a death from the disease, the house is disinfected when this course is consented to.

4. *Free Distribution of Diphtheria Antitoxin.*—This is given out free to any medical man applying for it, for the use of poor persons in the borough, the name of the patient for whom it is intended being registered.

5. *The Institution of an Infants' Milk Depot.*—This was started in July, 1906, and has now been in operation seven months. The number of babies fed, for varying periods during this time, is between 400 and 500. The milk is charged for, the price covering cost of milk, bottles, etc., but not the cost of the maintenance of the depot, wages of attendants, etc. These fall as a charge upon the rates. The estimated cost for the coming financial year is £250. (P.S.—Oct., 1907. The cost for 1907 will probably be nearly £400.)

APPENDIX No. CXLV.

STATEMENT OF EVIDENCE BY MR. JOHN NORTH, CLERK TO THE GUARDIANS OF THE ASTON UNION SINCE JUNE, 1891, AND SECOND ASSISTANT AND FIRST ASSISTANT CLERK TO THE GUARDIANS OF THE LEEDS UNION FROM JUNE, 1879, TO JUNE, 1891.

PROVINCIAL URBAN CENTRES—MIDLANDS.

SOCIAL AND INDUSTRIAL CONDITIONS IN THE UNION.

1. Population (1901), 312,217; area, 31,293 acres; nine parishes: four urban, and five rural. Over 200,000 people in the parish of Aston, within the City of Birmingham, in which dwell workers in various Birmingham industries, and which contains some of the poorest parts of the city. The Borough of Aston Manor contains about 80,000 people. It has manufactories similar to Birmingham, and it is largely residential for Birmingham workers. Of the remaining parishes some are residential suburban to Birmingham, and some agricultural.

PECULIARITIES OR EXPERIMENTS IN POOR LAW ADMINISTRATION.

2. The guardians have joined with the guardians of the parish of Birmingham, and of the King's Norton Union,

in the establishment of a joint workhouse for sane epileptics and feeble-minded. A site has been purchased, and homes are being erected.

3. The guardians for a number of years have had a permanent committee for the revision of the indoor poor. The cases are interviewed, sifted, and presented to the committee by the superintendent relieving officer, and by directing discharges, granting leave to seek work, etc., the committee procure that some inmates able to get along outside, but not averse to remaining inside, cease to be chargeable.

THE RESPECTIVE MERITS OF INDOOR AND OUTDOOR RELIEF.

4. Strict administration of outdoor relief is necessary to efficient administration.

APPENDIX No. CXLV.—*Continued.*

5. Many people who would refuse to enter a workhouse have no repugnance to the receipt of outdoor relief, and, if there be laxity of administration, persons get on to the out-relief lists who should not be maintained at the expense of the ratepayers.

6. At Aston fifteen years ago a superintendent relieving officer was appointed, and the amount of outdoor relief distributed dropped in one or two years by one-half. For several reasons the relief gradually crept up in succeeding years, but a couple of years ago the out-relief staff was strengthened, the work was more efficiently performed, and the amount of relief again dropped.

7. At Leeds, some twenty years ago, the outdoor labour test was abused. Men turned up year after year for the test, although the task appeared a sufficient one and the pay was meagre. The test-yard was closed, and none of the men working in it entered the workhouse.

8. In cases of immoral habits, insanitary housing, or sickness requiring special attention and nursing, the workhouse should be offered.

9. There is no reason to believe that strict out-relief administration increases the number of the indoor paupers.

THE CLASSES OF PERSONS APPLYING FOR RELIEF.

10. These are chiefly aged men and women, widows with children, sick persons, and persons out of work.

Present numbers :—

Indoor Poor.—Not able-bodied, 975; ordinarily able-bodied, 552; children, 381; total, 1,908. (More men than women.)

Out-door Poor.—Not able-bodied, 776; able-bodied, 272; children, 840; total, 1,888. (Three times as many women as men.)

Three-fourths of the paupers are from the parish of Aston, within the City of Birmingham.

It is the exception for a skilled workman to become chargeable. The number of lunatics is steadily increasing

THE CAUSES OF PAUPERISM.

11. Pauperism is caused by stress of competition, incapacity to work, death or desertion of maintaining relative, improvident or vicious habits, and by lax administration of relief. Probably trades unions combinations and Workmen's Compensation Acts have contributed to throw men out of employment at an earlier age than in the past.

THE CLASS OF PERSONS SEEKING ELECTION AS GUARDIANS.

12. The board of guardians is mainly composed of business men, retired business men, labour representatives, professional men, women. The position does not attract, as do the positions of town or district councillor.

PARTICULARS AS TO THE ADMINISTRATION OF RELIEF IN THE UNION.

13. *Indoor.*—Two institutions, workhouse and cottage homes. The workhouse has accommodation for about 1,650 inmates. There is not, but there probably in the

course of two or three years will be, a separate infirmary. The cottage homes have accommodation for 250 children, and there is also an additional home, one and a half miles away, accommodating about eighty children, for ins-and-outs. Blind, deaf and dumb, a few (improvable) phthisical, and a few (improvable) imbecile paupers are sent to special institutions, and certain children to certified schools.

14. *Outdoor.*—The union is divided into five relief districts, for each of which there is a relieving officer. There are also a superintendent relieving officer, who acts as pay clerk, and two assistants, one mainly engaged in the removal of lunatics to and from the asylums.

Relief committees are appointed by the guardians, and each committee sits fortnightly, at a place within its district. There are no prescribed scales of relief, but the committees relieve, roughly, alike, on certain understood scales. The amount distributed at present averages about £120 per week.

15. The Outdoor Relief Prohibitory Order is in force within the union, and the only further restriction that the guardians have by resolution made is that outdoor relief to the wives of prisoners or deserters be not given, unless in the case of desertion five years have elapsed since the act. The guardians board out children, mainly outside the union, and for several years they have emigrated suitable children to Canada.

16. A financial statement, which affords information under this heading, for the half-year ended September last, is enclosed herewith.

REFORMS IN THE LAW OR PRACTICE SUGGESTED BY EXPERIENCE.

17. The Poor Laws appear to be sufficient and suitable for their purpose, and not to require in their essential provisions alterations. Possibly attention might with advantage be given, *inter alia*, to the desirability of the following matters :—

(a) The codification of the Poor Law statutes and orders.

(b) The abolition of the law of settlement and removal, provision being made, if necessary, to secure that any special districts should not unduly suffer.

(c) The direct application to Justices by relatives for orders of maintenance. The provision that an illegitimate child be liable to contribute to its mother's maintenance.

(d) The re-adjustment, say triennially, of grants to guardians in respect of salaries of officers, etc., under the Local Government Act, 1888.

(e) The power of detention in institutions of chargeable feeble-minded persons.

(f) *The Local Government Act, 1894.*—It might be well that the offices of rural district councillor and guardian should be separated. The councillors in this union do not wish the guardians' work, and do not devote much time to it.

APPENDIX No. CXLVI.

STATEMENT OF EVIDENCE BY MR. A. E. PHIPPS, CLERK AND SOLICITOR TO THE TRUSTEES OF ST. JOHN'S HOSPITAL FOR UPWARDS OF FIFTEEN YEARS, THE TRUSTEES OF THE NORTHAMPTON MUNICIPAL GENERAL CHARITIES FOR UPWARDS OF NINE YEARS, AND THE TRUSTEES OF THE NORTHAMPTON FREEMEN'S ANNUITIES FOR ABOUT TWO YEARS.

PROVINCIAL URBAN CENTRES—MIDLANDS.

1. *St. John's Hospital.*—The income of this charity is devoted to: (a) Maintaining a convalescent home at Weston Favell for the reception of poor persons of either sex who require a change of air and strengthening diet to effect their complete restoration to health; and (b) Providing eight out-pensioners of either sex, each with a pension of 5s. per week.

2. *Northampton Municipal General Charities*, comprising: (a) John and Ann Camp's Charity; (b) Sillesby's Charity; (c) Richard White's Charity; (d) Bugbrooke Charity; (e) Sir Thomas White's Charity; besides two other small charities.

The income of (a) is devoted to providing twenty-three poor widows or spinsters each with a life annuity of £20;

APPENDIX No. CXLVI.—*Continued.*

(b) providing three poor widows or widowers each with a pension of 6s. 6d. per week; (c) providing six poor widows each with a pension of 6s. 6d. per week; (d) providing sixteen poor freemen with clothing; and (e) making advances in sums of £100 each for a term of nine years, free of interest, on approved securities to young men of the borough of Northampton to enable them to start in business.

3. *Northampton Freemen's Annuities.*—The income here is devoted to providing sixty-four freemen and sixteen widows of freemen of the borough of Northampton with pensions varying from £6 to £12 per annum, according to age.

4. I can from experience unhesitatingly say that although the provision of a convalescent home for poor persons and the establishment of a fund for making advances to young men starting in life have been undoubtedly beneficial, the greatest good has been done by providing pensions for persons of deserving character and of suitable age.

5. The pension in most instances means to the recipient all the difference between penury and comparative comfort, and where it is provided for the benefit of persons who have become reduced in circumstances, as in the case of John and Ann Camp's Annuities, the benefit conferred is considerably enhanced.

APPENDIX No. CXLVII.

STATEMENT OF EVIDENCE BY REV. ARNOLD PINCHARD, VICAR OF ST. JUDE'S BIRMINGHAM.

PROVINCIAL URBAN CENTRES—MIDLANDS.

1. I can only say that I am so far qualified to speak on some of the matters on which information is required by the fact that I have for eleven years last past been working among poor people of rather a low class in this parish, and for two years before that in other parts of Birmingham among people of the same class.

2. The only charities of the town by which we are materially affected in this parish are the spasmodic and irregular charities of Christmastide, and the hospitals and dispensary.

3. The Christmas charities are not altogether satisfactory in their operation and effect. They are distributed without much consideration, and in an indiscriminate manner. A very large sum of money was spent this year in providing a dinner on a very large scale to poor children, who were fed by the thousand. This appealed to the sentimental element in people's minds, and the numbers fed were quoted with great pomp, and did, no doubt, impress the unthinking with an idea of something great and therefore admirable. As a matter of fact the children over-ate themselves; many of them were ill afterwards, and a vast sum of money was squandered with much blowing of trumpets on a purely transitory pleasure which could not by any possibility do any permanent good.

4. Had this money been divided among the schools for the feeding of necessitous children it would have sufficed to provide many thousands of meals throughout the winter months, and the children might have been regularly fed day by day, and would have been permanently benefited. I quote this as an example on a large scale of what I mean by spasmodic, irregular, and rather wasteful charity.

5. The Dispensary, which provides medical attendance at home, is much abused. People who could afford to pay a doctor often procure dispensary tickets; while the poor on the other hand, who hate going to the hospitals, will constantly seek to procure these notes for slight ailments which could be well treated in the out-patient department of the hospitals.

6. The hospitals do good work: but the poor hate going to them for two reasons:—

(a) Because the staff is never really equal to the demand of the out-patient department, and consequently wretched sick people in pain and discomfort have to wait for hours in order to get attention: and then when they are seen, everything is done with an air of hurry which makes a bad impression on the patients, even though all may really be done in a thorough and satisfactory manner. [I know this from personal experience.]

The "General" Hospital has the worst reputation among the poor in this and in the other respect.

(b) Because the porter and attendants in the waiting rooms are peremptory and lacking in courtesy to the people who wait, and make them, as they say, "feel that they are a nuisance."

7. The effect on the people of charity and outdoor Poor Law relief is much the same in each case.

8. Morally the people suffer by both, because in each case their sense of independence and self-respect is injured.

9. When the poor receive and give help to one another out of their meagre possibilities this moral effect is not seen or felt. *Hodie mihi, cras tibi* expresses well enough their feeling. There is no loss of self-respect where the slight turn of the wheel may make the giver of to-day the recipient in turn of a similar kindness to-morrow.

10. The sense of getting that to which they have no right is so bad for them, for all human nature; and curiously enough, the Poor Law relief, which is theirs by right, and to which they have indirectly contributed, hurts their sense of self-respect more grievously than does private charity.

11. For the latter is mostly given with some word or expression of kindness and human love, while the others can only be had at a great cost of unnecessary humiliation, and at the sword's point, so to speak: one must both plead and fight to get it.

12. For the Poor Relief officers are desperately tried by deceit and trickery on the one hand, by overwork, and by the necessity of *not giving* if it can be helped.

13. So these poor press and fawn, and lie; and those must resist and deprecate, and disbelieve: and so it is easy to understand how dreadful is the moral effect on the recipient of relief given in this manner.

14. The Poor Law methods have created an atmosphere of hatred and dread among the poor: mainly because the guardians on the one hand must try to give as little as possible, and therefore must resist the demand of the needy up to the last possible point of resistance; and because, on the other hand this attitude has forced the poor to lie, and deceive, and humiliate themselves in a manner which they themselves abhor, in order to procure relief. They never apply until every other expedient has been exhausted, and then they do so with shame, and in a sort of desperation.

15. Again the relieving officers are quite destitute of imagination. They cannot conceive that one set of

APPENDIX No. CXLVII.—*Continued.*

circumstances may require relief in quite a different form from that in which it should be given in the majority of cases. They are stereotyped and wooden in their ideas, and often stupid.

16. A widow left with four children, who could do something to keep her children, feed and clothe them, and pay the rent, but could not earn enough in a week, applied for outdoor relief for the children. She had a decent home and decent furniture, and was a thoroughly sober and respectable hard-working woman. The relieving officer came down to see her; looked round the house, and told her plainly that she would get nothing as long as she had such good furniture (!) that she had better apply again, *when the furniture was gone* (!) So that she

was given to understand that her self-respect and her furniture (her "home," as she would call it) must all be sold and lost before she could be helped.

17. I think all outdoor relief ought to be administered on application to a city council of Friends of the Poor, on the German methods, and that such a council ought to have access to the Poor Rate funds (not voluntary subscriptions) for the purposes of their work. In this case all applications would be made directly to them: would be investigated by sympathetic *voluntary* workers and relief would be given intelligently, kindly, and in a manner suited and adapted to the varying circumstances and needs of the several applicants. Much more good would be done actually by the relief given and the bad moral effect on the recipients would be greatly diminished.

APPENDIX No. CXLVIII.

STATEMENT OF EVIDENCE BY DR. JAMES RUSSELL, ASSISTANT PHYSICIAN (PHYSICIAN TO OUT-PATIENTS), BIRMINGHAM GENERAL HOSPITAL.

PROVINCIAL URBAN CENTRES—MIDLANDS.

1. I am a Doctor of Medicine of the University of Cambridge, and a Fellow of the Royal College of Physicians of London. I have for fourteen and a half years held the post of Assistant Physician (physician to out-patients) at the Birmingham General Hospital, and am also Visiting Physician to the Jaffray Branch Hospital and Consulting Physician to the Birmingham and Midland Ear and Throat Hospital and to the Midland Counties Asylum. I was formerly for some years a member of the Committee of the Birmingham Charity Organisation Society.

2. The Birmingham Infirmary contains 1,300 beds. It is officered by a resident staff, three visiting physicians and one visiting surgeon. There are also three or four parish medical officers, who visit patients in their own homes. These are in general practice in various parts of the town.

3. There are two general hospitals—the General and Queen's—containing together 478 beds. Both of these have large out-patient departments. The General Hospital has special departments for diseases of the eye, ear and throat, skin and teeth, and a department for diseases of women. The Queen's Hospital has special departments for diseases of women and diseases of the eye, and an extern midwifery department.

4. There are eight special hospitals:—namely, the Eye, Ear and Throat, Children's, Women's, Orthopaedic and Spinal, Skin and Urinary, Homoeopathic, and Dental. With the exception of the Dental Hospital, they all have both in-patient and out-patient departments.

5. The General Dispensary is an institution for treating patients in their own homes, and has a number of centres in various districts in the town. Each of these has an out-patient department.

6. The Lying-in Charity has at present no in-patient department, but provides for attendance on midwifery cases in the patients' homes.

7. All the above are charitable institutions. Some are ticket hospitals and at others a registration fee is charged, varying from sixpence to half-a-crown. This is remitted in the case of patients who are unable to make any payment; and at the ticket hospitals a large number of cases are seen without notes.

8. There are several provident dispensaries, clubs, friendly societies, etc. Apart from these there are a large number of private medical clubs, in which a small sum is paid to a practitioner per week or per year, which ensures treatment when required.

9. The Hospital Saturday Fund was originally started to enable the better off among the working classes to make a charitable contribution towards the maintenance of the hospitals. The fund has now greatly developed, and contribution to it is automatically carried out in most of the manufactories of the town. One penny per week is subscribed by the bulk of the manufacturing classes, and in this manner a yearly sum of from £18,000 to £19,000 is raised. £10,000 is distributed amongst the medical charities, and the remainder goes to support convalescent homes at Llandudno.

10. There are also convalescent homes for adults and children supported by voluntary subscription.

11. There is at present no tubercular sanatorium in Birmingham or Warwickshire, but a site has been acquired by the city council.

12. The class of patients attending the out-patient departments is a mixed one. An inquiry officer interviews each applicant for treatment at the General Hospital and rejects those who are obviously unsuitable for free relief; but the view taken of what justifies hospital treatment is a liberal one. At most of the other hospitals some effort is made in the same direction; but the special hospitals appear to accept cases that would not be deemed suitable at the general hospitals. There is a widespread feeling amongst the general practitioners of the town that many patients with trivial ailments treated as out-patients ought not to be accepted for charitable relief.

13. A considerable number of the working classes undoubtedly look upon the hospitals as provident dispensaries, and this is the natural outcome of the Hospital Saturday movement. Many, however, only come to the general hospitals after preliminary private treatment, when their means no longer enable them to make the necessary payments. Other patients are sent up for consultation or treatment by their own doctors. A large number of patients, on the other hand, would be eligible for Poor Law treatment; but there is universal unwillingness to make use of its provisions.

14. Apart from the Poor Law, there is, I think, no serious amount of overlapping, except in the case of the special ailments, which are provided for both at the special hospitals and in the special departments of the general hospitals—an arrangement which is to the advantage of the attendants at the latter.

15. There is no organised co-operation between the various hospitals; but cases are occasionally referred from a general to a special hospital or vice versa, and such reference would always be accepted.

APPENDIX No. CXLVIII.—*Continued.*

16. The general hospitals are undoubtedly doing a large amount of the out-door medical relief which is in theory provided for by the Poor Law. On the other hand, there is very little co-operation with the hospitals on the part of the lay Poor Law Authorities.

17. Whilst I am opposed to the making of Poor Law relief easy to obtain by persons in good health, I believe that there is room for more liberal and sympathetic treatment in cases of illness. The extreme unwillingness of the poorer classes to apply to the guardians for medical relief makes it very difficult to deal with many of the cases attending in the out-patient room. There are, however, a large number of poverty-stricken patients who would be far better treated in their own homes, and, moreover, in very many cases the obtaining of proper food is of much greater importance than the taking of medicines. I think that a greater distinction might with advantage be made between the treatment of the sick and that of the able-bodied poor on the part of the Poor Law authorities; and that there should be recognised co-operation between these authorities and the hospitals, with some provision for the direct reference of cases by out-patient physicians and surgeons.

18. I am not in favour of the municipal or state administration of the hospitals. The institution of a Central Hospital Board would, however, make for greater unity in administration, and would facilitate the working of any scheme for improving their efficiency and remedying abuse. I am in favour of voluntary action in this direction in preference to State interference.

19. Apart from the Poor Law, I believe that the hospitals at present in existence adequately meet the legitimate requirements of the poorer classes. There is undoubtedly considerable over-pressure in the out-patient departments; but this should be met, partly by greater facilities for reference to the Poor Law authorities, and partly by the elimination of patients who are able to pay for medical assistance in illness of short duration—for example, by the extension of the present provident dispensaries, or the formation of a well-organised public medical service, from which reference of cases would be made to the hospitals. I am in favour of restricting, rather than extending, the out-patient treatment of disease in large public institutions.

APPENDIX No. CXLIX.

STATEMENT OF EVIDENCE BY MR C. J. SCOTT, MEMBER OF BOARD OF GUARDIANS, NORTHAMPTON.

PROVINCIAL URBAN CENTRES—MIDLANDS.

1. My qualification for giving information upon the Poor Law is derived from a careful study of Socialist publications dealing with the subject, from conversations with the poor, with whom as a Socialist worker I have come into closer relations than the ordinary man, and from three years' work upon the Northampton board of guardians. I have lived in Northampton the whole of my life and know the conditions obtaining there pretty thoroughly. With the country portion of the union I am not so well acquainted.

2. The social condition of the people may be briefly described thus:—There are very few inhabitants who have inherited any considerable amount of wealth from past generations. Most of the fortunes, large and small, have been made in business within a comparatively few years. The great mass of the people are wage slaves, and most of them are engaged in the boot and shoe factories, the shoe trade being the staple trade of the borough. There are a few other industries, necessitated by local demands, such as the brewing, building, and engineering, but these are relatively unimportant.

3. The chief characteristic of the industrial life of the town during the past decade has been the introduction of machinery into the boot and shoe trade.

4. A much larger number of boots is made in a much shorter time than before, and as a result many of the men are out of work during a great part of the year, or lose a considerable amount of time without being actually unemployed. More time is also consumed by holidays than was formerly the case. (Any manufacturer will give information upon this point, and so will the present Mayor, Mr. E. L. Poulton, and Mr. D. Stanton, President of the No. 1 Branch of the Boot and Shoe Operatives' Union.)

5. The consequence is that the amount of money earned by the average operative is considerably less than before. Many of the men, despairing of getting a good living here have left the town with their families; others, in order, to save a portion of the rent, have taken apartments with their friends. As the trade union in the staple trade de-

creased in numerical strength during the evolution from hand to machine processes of production, an important barrier against the sweating of the operatives was very considerably weakened. The lessening of the operatives' wages and the consequent reduction of their purchasing power has had a most calamitous effect upon the trading class.

6. The struggle for existence among the shopkeepers has become much keener, profits are reduced, and many business men have difficulty in keeping out of the bankruptcy court. Numbers of shops and houses are empty, and property is largely depreciating in value.

7. Much suffering, mental and physical, is occasioned by this condition of things, and as more labour-saving machinery is continually being introduced there is no hope of any improvement in the near future.

8. The trade is expanding, but the expansion is largely met by the increased machinery, and cannot employ enough additional labour to keep pace with the natural growth of population.

9. Some of the machines are very expensive, and as they require a large amount of work to make them pay, it is only the bigger manufacturers who can go in for them and use them with advantage. Handicapped in this way the smaller manufacturers are being crushed out of existence. There are scores of factories, nearly all small ones, empty at the present time in the borough.

10. The only experiment in Poor Law administration so far tried is the removal of the children from the work-house to the Scattered Homes, of which there are now six in the union. The experiment has been a great success from every point of view. The children are splendidly cared for, and at a cost of only 3s. 8½d. a week, at contract prices, for food, clothing and other necessities. The cost of furniture and shelter is not included in this sum, neither is that of supervision or administration. This system is infinitely superior to that of boarding out the children. Under the latter method there is a danger that the foster-parents will try to make a saving out of the maintenance allowance, with the result that the child may suffer.

APPENDIX No. CXLIX.—*Continued.*

11. With regard to outdoor relief and indoor relief as systems of administration I prefer the system of outdoor relief as long as the present Poor Law is in existence. For generations the destitute have been taught to dread the workhouse, and this feeling of dread, where the workhouse test is enforced, impels them to refrain from seeking relief, and causes them to undergo the greatest hardship, sometimes ending in death. Cases are continually occurring where the poor suffer and die of starvation rather than enter the workhouse.

12. In the Brixworth Union the indoor system was tried for a number of years, but it eventually aroused such a storm of opposition that it had to be abandoned to a considerable extent.

13. As to the classes of persons applying for relief and the causes of pauperism, these two subjects are so closely bound up that I prefer to deal with them together. Pauperism is due to the capitalist system, under which the owners of land and capital rob the propertyless members of the community of about two-thirds of the wealth they produce. It is impossible for the workers to be well off while they have to pay this immense tribute to the propertied classes. All the money they can get they have in most cases to spend in order to procure the necessaries of life for themselves, their wives and their children. To a large section of the poor the capitalists leave such a small proportion of the produce of labour that they cannot obtain a sufficiency of shelter, food and clothing. Sir Henry Campbell-Bannerman said that 12,000,000 people were continually on the verge of hunger. The statistics relating to death by starvation, suicide, the under-feeding of children, and the sweated industries also go to prove my assertion.

14. Unemployment, said to be a cause of pauperism, is a direct result of the capitalist system. In a capitalist state of Society no propertyless person, drunk or sober, thrifty or thriftless, has the legal *right* to work. The *privilege* of working is conferred upon him when some capitalist can make a sufficient profit out of his labour.

15. Indulgence in strong drink plays a very small part in the causation of pauperism. It leads to a serious waste of the small proportion of a man's earnings left to him by the capitalist, and so intensifies his poverty; but the poverty itself is caused by capitalism.

16. Whether a certain expenditure on drink causes poverty depends upon the income the drinker is obtaining. Many members of the upper class spend hundreds of pounds annually in intoxicants for themselves and their friends, but the expenditure does not make them poor. So with the workers. A relatively large expenditure in drink would not make them paupers if they were allowed to keep the whole produce of their labour.

17. The same remarks apply to thriftlessness. The most thriftless worker wastes little in comparison with the amount taken from him each year by his capitalist exploiters.

18. Capitalism is far the most important cause of pauperism. The other causes are comparatively insignificant, and could easily be dealt with if the robbery of the workers were stopped.

19. I am not concerned with the class of persons seeking election as guardians. Given adult suffrage, proportional representation, the initiative and referendum, and all other measures necessary to democratic rule, it is a matter of indifference who is elected.

20. The relief to all classes of persons on outdoor relief is grossly insufficient, with the exception of the boarded-out children, the allowances to whom should be somewhat increased.

21. The cost per head of the workhouse inmates for the year ended Lady Day, 1906, was 4s. 10½d.; of the children in the Scattered Homes, 3s. 8½d.; and of the boarded-out children, 4s. 9d.

22. Yet the guardians generally give an aged couple 7s. to 8s. per week, rarely more. This is obviously inadequate.

23. A widow with children is expected to keep herself and one child. In most cases she finds it impossible to do so, a woman's wages being based upon the cost of subsistence of herself alone, yet in addition she has to under take the partial maintenance of all her children after the first. The guardians generally give her relief according to the scale, 1s. 6d. and a loaf per child, sometimes a little more. This of course means worry, and killing work, if she can get it, for the mother, and semi-starvation for herself and the children.

24. The relief to consumptives is equally inadequate, amounting in nearly all cases to only 5s. a week for a single man, and 10s. or 12s. a week for a consumptive with a large family.

25. The relief to the unemployed is more disgraceful still. In many instances it means, in practice, sweating of the worst kind. Men have been compelled to work forty hours a week at stone-breaking (a task abolished in prisons) for 5s.

26. The following reforms are what I would suggest:—
(a) Abolition of the capitalist system, and the substitution of Socialism.

(b) Until that is accomplished the abolition of the Poor Law with these consequential enactments:—

(1) Pensions for the aged at the rate of not less than 10s. per person per week.

(2) Work for *all* the unemployed at a minimum wage of 30s. per week.

(3) Relief for widows and their children on the basis of 5s. per child, and 10s. for the mother.

(4) Treatment for persons suffering from consumption in special sanatoria, so that they may have the best possible chance of recovering their health and strength.

(5) Treatment of other patients in hospitals or at their homes.

(6) Adequate maintenance of all dependents of diseased persons.

7. Work for tramps at a living wage, and under the pleasantest possible conditions, so as to make them again useful and industrious citizens.

(8) Abolition of the penalty of disfranchisement for receiving relief.

(9) The cost of pensions, etc., to be raised by a cumulative tax upon those persons who are in receipt of incomes above £6 per week.

APPENDIX No. CL.

**STATEMENT OF EVIDENCE BY MR. ROBERT SEVESTRE, M.A., M.D., CANTAB., ETC.,
ASSISTANT PHYSICIAN, LEICESTER INFIRMARY, MEDICAL PRACTITIONER IN
LEICESTER, ONE OF THE HONORARY MEDICAL ADVISERS, LEICESTER CHARITY
ORGANIZATION SOCIETY.**

PROVINCIAL URBAN CENTRES—MIDLANDS.

1. *Sanitary Authority.*—The Isolation Hospital under the Sanitary Authority deals with many cases of notifiable diseases. Dr. Millard, the medical officer of health for the borough, has made a statement as regards the work, and it is unnecessary for me to repeat any of his statistics.

I should, however, like to add my testimony to the value of the treatment of phthisis at the Borough Isolation Hospital. It is to be borne in mind that the objects aimed at are partly of an educational as well as of a curative character. Many of the patients have passed through my hands in the out-patient department of the Leicester Infirmary. The patients are greatly benefited, even if the benefit is of a temporary character only, and I believe that in time it will be a powerful factor in the prevention of the spread of the disease.

The sanitary authority opened in 1906 a milk dépôt. Dr. Millard, the medical officer of health for the borough, has given information as to its working.

Town Council.—The Education Committee of the Town Council have recently appointed a medical officer who advises the authority in matters referring to the health of the scholars and teachers. Dr. A. Warner is the medical officer. He does not advise or treat any of the individuals.

The Borough Asylum, Humberstone. Dr. Finch, medical superintendent.

2. *The Poor Law.*—I understand that this part of the subject is being dealt with in the statements of other people, and as I have had little or no experience in it, I leave it in more competent hands than my own.

3. *Voluntary Effort.*—The following is a list:—

The Leicester Infirmary.
The Provident Dispensary and Hospital.
The People's Dispensary.
The Leicester Institution for diseases of the skin.
The Homœopathic Hospital.
The Friendly Societies, *e.g.*, Foresters, etc.
The Medical Aid Association.
The Doctor's Clubs.
The Surgical Aid Society.
The Saturday Hospital Fund.
The Charity Organisation Society.

The following may be said to be of some indirect assistance to the sick poor: the Orphanage, the Refuge, the Trinity Hospital, the District Nursing Branch of the Institution of Trained Nurses.

I do not propose to deal in detail with the above list; I shall only take those with which I have had to deal personally; as to the others I have tried to give the sources from which I have obtained information, or from whom information can be obtained.

4. *The Leicester Infirmary*, a general hospital, consisting of about 200 beds, deals with cases from the town and county. Maternity cases, a few chronic diseases, such as insanity, epilepsy and advanced phthisis are not admissible. No charge is made, as it is supposed that the patient is one who should properly receive the gratuitous benefits of the Institution. Admission for treatment is by letters of recommendation. Cases of casualties and emergencies are attended to at any time, but if further attention is required a letter of recommendation has to be brought. I may add that many cases are admitted as in-patients without in-patient letters of recommendation, though they are supposed to obtain them afterwards.

5. The letters of recommendation are obtained from subscribers. It is unnecessary to give any list of subscribers; roughly, it consists of private individuals, subscriptions from places of worship, from manufacturers,

from the Saturday Hospital Fund, from workpeople in the factories who usually contribute 1d. a week above 10s., and ½d. under. The source of income from the workpeople has greatly increased of late, and now amounts to some thousands a year (£7,000 in 1906). The reason I have dealt with this point is to show that there is no inherent difficulty for persons to obtain letters of recommendation: for the majority of workpeople, men and women, there should be none, for others the various charitable agencies such as the places of worship and the Charity Organisation Society afford a means of obtaining them.

6. For purposes of description the work of the infirmary may be divided into the casualty, the out-patient, and in-patient departments. The following figures, taken from the report for the year 1906, have been kindly given me by Mr. Harry Johnson, the house governor and secretary, and show the amount of work done:—

In-patients:	
Adults	2,402
Children	548
Total	2,950

Out-patients:	
New Cases	10,201
Old Cases	29,793
Total Attendances	39,994

Casualty:	
New Cases	13,836

7. The work of the infirmary has increased very much in the last ten years, the increase being most noticeable in the casualty and out-patient departments. Although the out-patient department has decreased in the last two years, there has been no marked change in the number of in-patients; this is due to the beds being used to their maximum extent. Recently it was stated that there were as many as eighty patients waiting for admission.

8. As to the class of patients, I cannot do better than give my experience as out-patient physician during the last eight years:—

(a) The large majority of out-patients I see are people who are at work, or whose near relatives are at work in the many factories in the town. A great many are women, the majority working in the shoe and hosiery trades. Of the utterly destitute class I see but few. I think this may be considered typical of the whole out-patient department.

(b) The class of in-patients is very similar to that of the out-patients. The majority are engaged in the factories; a few belong to what may be called the best artisan class. I would like to point out that although some are able to pay for medical attendance, yet when it comes to a question of operation or an illness which compels them to be laid up for some considerable time, then their resources would be at an end and they would be unduly crippled.

9. It is not an easy matter to indicate what are the causes for their seeking assistance at the infirmary. Further on in this statement I have given figures illustrating overlapping, and one indication that I think can be fairly drawn is that at the infirmary they obtain more skilled attention and treatment. Again the large number of operations performed indicate that patients apply where they consider they can obtain greater operative skill, better nursing, and adequate appliances.

APPENDIX No. CL.—*Continued.*

10. There is no doubt that patients who can afford to pay for medical advice do at times make use of the benefits of the institution. The secretary and house governor, or his assistant, enquires into the status of patients, and whenever possible, abuse of this nature is checked.

11. By the rules of the Leicester Infirmary the honorary medical staff is debarred from contract-practice, and I have little more than hearsay knowledge of many of the following dispensaries, clubs, etc. I have tried to indicate from whence my information has been obtained, or from whom it is to be obtained.

12. *The Provident Dispensary and Hospital.*—This is dealt with in the statements of other persons to the Commission.

13. *The People's Dispensary.*—President, Mr. Bryan, Leicester. Numbers 8,000–9,000. Composed of servants, working classes and their families. Subscription, 1d. a week for each individual, but in cases of a family of more than three persons, the children being under fourteen years, the amount is 3½d. per week.

Fourteen medical men are attached who live in different parts of the town. Medicine obtained from chemists in different parts of the town.

14. *The Leicester Institute for Diseases of the Skin.*—Registered under the Friendly Societies Act. This society is established to provide for the benevolent or charitable purpose of providing medical treatment of skin diseases for poor persons without payment, and may provide it for other persons with payment, and on such terms as the committee may from time to time determine.

Extract from Report for 1905 :—

New patients, 665, viz.—

Free patients	-	-	-	-	512
Paying patients	-	-	-	-	143
Ineligible patients	-	-	-	-	10
Total	-	-	-	-	665

Patients are received by recommendation and by payment if otherwise eligible, but no person able to pay the recognised fee to a physician or surgeon will be eligible for treatment. Great care is exercised to prevent ineligible persons from becoming patients, and in doubtful cases the matter is referred to the Charity Organisation Society for investigation.

Proper books are kept in which details as to the work wages, etc., of the patient are recorded.

The patients are mainly drawn from the town of Leicester, but a fair proportion come from the country districts. The class of patients are factory hands, the majority being drawn from the shoe trade.

The medical officer, whose post is an honorary one, is Mr. Bremner, 92, London Road, to whom I am indebted for information about this society.

15. *The Homeopathic Hospital.*—Alderman G. Clifton, London Road, Leicester, is one of the medical attendants.

16. *The Friendly Societies ; Foresters, etc.*—Councillor Hudson, Foresters' Institute, S. Nicholas Street.

17. *The Medical Aid Association.*—Of this I have been able to obtain but little information. I am told that it consists of "Oddfellows" to a large extent. Numbers about 4,500.

18. *The Surgical Aid Society.*—Honorary Secretary, 17, Belvoir Street.

19. *The Saturday Hospital Fund.*—Secretary, Mr. Wooley, 3, Welford Road.

20. *The Charity Organisation Society.*—Secretary, Mr. Hincks, 10, Highcross Street.

21. The extent to which the agencies mentioned above overlap or co-operate :—

As regards the Leicester Infirmary I cannot do better than give some figures, for which I am indebted to Mr. Harry Johnson, the house-governor and secretary. Enquiries were made among the out-patients only, as to whether they were in any clubs, etc.—

Week ending—

November 24th, 1906, of 226 cases, 75 in this heading.

December 1st,	"	"	206	"	57	"	"
" 8th,	"	"	186	"	53	"	"
" 15th,	"	"	163	"	35	"	"
			781		220		

Again :

Week ending—

January 5th, 1907, of 168 cases, 39 in this heading.

" 12th,	"	"	237	"	46	"	"
" 19th,	"	"	229	"	58	"	"
" 26th,	"	"	239	"	64	"	"
			873		207		

That is to say, that about 26 per cent. of patients attending in the out-patient department were able to receive some form of contract practice. Of this percentage the greater number were in the provident dispensary, then came medical clubs, then friendly societies, then parish cases, which were comparatively few.

32. As far as I can learn there is little overlapping between the dispensaries and the friendly societies. It is probable that a certain number of dispensary patients belong to the friendly societies for the purpose of obtaining sick financial benefit without asking for advice from the medical advisers of that branch of the friendly society to which they belong. I am told that there is some overlapping between parish cases and the clubs, but as far as I can learn it is not to any great extent.

23. As regards co-operation, there is not very much—

(a) The board of guardians contribute thirty guineas to the funds of the infirmary; this is for general benefits, inasmuch as a certain percentage of patients who are treated at the infirmary would otherwise go to the Poor Law authorities. As, however, the Poor Law infirmary does not deal to any extent with surgical cases those patients who require great surgical attention are transferred to the Leicester Infirmary.

(b) The boards of guardians of surrounding districts also subscribe for similar reasons.

(c) The friendly societies also subscribe to the funds of the infirmary.

(d) The small hospital attached to the provident dispensary admits patients, I believe, that are not necessarily members of the dispensary, but the number must be very small. The Surgical Aid Society, by supplying apparatus for patients, co-operates to this extent with the means of voluntary effort given above. The Charity Organisation Society, by giving letters of recommendation, etc., tends also to co-operate.

24. The best means of further co-operation would, I think, be the formation of a public medical service, embracing the various forms of contract medical practice. If this was worked on judicious lines it would be of great assistance to the poor, and would be of great benefit to doctors by limiting abuse of charity.

25. The possibility of handing over to one authority the whole work and duty of medical assistance to the poor opens up so many questions of which I have no real knowledge that I do not venture to discuss it.

26. I do not consider that in Leicester there is any insufficiency in the amount of medical assistance at present available for the poor. The account of the local operations already given tends to confirm my opinion in this matter. The quality is another matter, and it is very difficult to support one's opinion with facts. As regards medical qualification, the rules of the Leicester infirmary insist upon the honorary medical staff having high qualifications, and the members are debarred from contract practice.

27. The dispensaries and the friendly societies choose their own medical advisers so the question of qualification is in their own hands.

28. The relationship between doctor and patient is of a personal character. I have frequently heard doctors occupied in large contract practices complain of the stress of work being so great that, with regret, they find it impossible to give as much time to each individual as they would wish.

APPENDIX No. CLI.

STATEMENT OF EVIDENCE BY MR. AMOS SHERRIFF, MEMBER OF LEICESTER BOARD OF GUARDIANS.

PROVINCIAL URBAN CENTRES—MIDLANDS.

I propose the following reforms in Poor Law and practice:—

1. *As to Workhouse*:—

(a) Old people should be classified, the highest class being those of the best record and character. The best class should have a larger scope of diet, and freedom to choose from the list, things not being weighed out as now. A variety of clothing should be on list, and old people allowed to choose from list. Abolish corduroy, and "pepper and salt"; abolish round hats. Other classes to be treated less freely than first class, but still more generously than now. A little pocket-money might be given to the best class.

(b) Sick: and convalescents, and infirm. Wider choice of food, and clothing. Convalescents should be free to go out any day for several hours.

(c) Casuals. Put them on farm colonies. On farms, have carpenters' shops, stone-masons', boot-repairers, etc. Better diet. Power to detain cases of the worst character.

(d) All children of habitual casuals to be immediately taken off the road and adopted by the Guardians. This being a national evil the State should bear the expense.

2. *As to Children*:—No child over two to see inside of workhouse. Have receiving home (we have one in Leicester). All children to go to "scattered homes" and be taught in ordinary schools. Use our present "cottage homes" for imbeciles and other defectives.

3. *As to Out-relief*:—Three shillings a head not enough. Supply more and better food from guardians' stores; also clothing and comforts.

4. *As to Able-bodied Men*:—Put them on land. Give guardians power to buy more than 50 acres; to unlimited extent. At the same time encourage them to find work outside.

5. Amalgamate the work of town councils and guardians, increasing the membership of the councils accordingly. The distress committee already point that way.

APPENDIX No. CLII.

STATEMENT OF EVIDENCE BY DR. T. SYDNEY SHORT, VISITING PHYSICIAN, POOR LAW INFIRMARY, ETC., BIRMINGHAM.

PROVINCIAL URBAN CENTRES—MIDLANDS.

1. I received my medical education at King's College Hospital, London, holding the appointments of House Physician and Registrar at the hospital, and Medical Censor at the College before leaving. In 1887 I was appointed Resident Medical and Surgical Officer to the Jaffray Hospital (near Birmingham), where I remained two years and was then appointed Resident Medical Officer to the General Hospital, Birmingham, and subsequently Assistant Physician in 1891. My election as full Honorary Physician took place in 1904.

2. In addition I hold the appointments of Consulting Physician to the General Dispensary, and Visiting Physician to the Workhouse Infirmary, Birmingham.

3. Qualifications.—Doctor of Medicine of the University of London, Member of the Royal College of Physicians, England, Member of the Royal College of Surgeons, England, Licentiate of the Society of Apothecaries, England, Diploma in Public Health of the University of Cambridge.

Medical Assistance of the Poor.

4. There are two Poor Law medical officers, who see cases at their own homes and also (I believe) as out-patients at the parish offices. If the cases thus seen require indoor treatment and cannot be satisfactorily treated at home, they are sent as in-patients into the infirmary. Cases already in the workhouse requiring medical treatment are also sent into the infirmary. I am informed that cases of venereal diseases are treated in the workhouse, but as I do not visit the workhouse I have not seen these wards.

5. The workhouse infirmary is a series of buildings entirely separate from the workhouse, although situated on adjacent ground. There are three visiting physicians and one visiting surgeon attached to the infirmary.

6. The principal non-Poor Law institutions are:—

(1) The General Hospital with the suburban branch, the Jaffray Hospital.

(2) The Queen's Hospital.

I am informed that at this institution a charge of 1s. is made to out-patients, so that the really poor would be excluded from attending.

(3) The Women's Hospital.

(4) The Eye Hospital.

(5) The Ear and Throat Hospital.

(6) The Skin and Urinary.

(7) The Orthopædic.

(8) The Dental Hospital.

7. Any case referred from a general to a special hospital and *vice-versa* would receive adequate attention. Incurable cases, or cases which are not suitable for treatment in the wards of a general or special hospital can, in special circumstances, be transferred to the workhouse infirmary.

8. I do not know of any scheme that would enable the whole work and duty of medically assisting the poor to be carried out by one authority.

9. If the whole of the medical assistance to the poor were provided for out of the rates I am of

APPENDIX No. CLII.—*Continued.*

opinion that the board of management should include amongst its members representatives of the medical men attached to the various institutions so governed.

10. No evidence has come to my notice that the health of the community suffers owing to insufficiency in the amount or quality of the medical assistance at present available for the poor.

Poor Law Administration.

11. The chief causes of pauperism are :—

(1) Want of thrift on the part of the working classes. I am strongly of opinion that if the working classes could be *compelled* to put by a little money, either by means of taxes or compulsory (not voluntary) saving, it would be greatly to their benefit. At present they are encouraged to spend all their wages and not to save.

(2) The inefficiency of the working classes generally. I am of opinion that many men are out of work because whatever work they have had to do they have done badly. They are either not sufficiently trained or else they have not been taught to do even the simplest jobs as well as their ability allows.

(3) The amount of money spent on beer instead of being devoted to the wants of the individual or put by for the future.

12. I am of opinion that the present practice of treating foul wounds, erysipelas, and suppurating cases in the infirmary, in the same block, nursed by the same nurses, as cases of measles, chicken-pox, diphtheria, and similar cases, is bad, and tends to produce ophthalmia, otorrhœa, septic diarrhœa and pneumonia. This opinion is based on thirteen years' experience as visiting physician to the infirmary.

APPENDIX No. CLIII.

STATEMENT OF EVIDENCE BY MR. H. SIMPSON, MEMBER OF BOARD OF GUARDIANS, ASTON UNION, AND SECRETARY GAS WORKERS' AND GENERAL LABOURERS' SOCIETY.

PROVINCIAL URBAN CENTRES—MIDLANDS.

1. I have been connected with the working-classes in the Aston Union for twenty-seven years; during the last twelve years I have been an official of the Gasworkers' and General Labourers' Society. I have represented Duddeston Ward, one of the poorest districts in the City of Birmingham, on the Aston Board of Guardians for nearly six years. I am also a member of the Birmingham Distress Committee.

2. The district embraced by the Aston Union is two-thirds within the City of Birmingham, which is mainly of an industrial character; also the Borough of Aston Manor itself is chiefly composed of a working-class population; whilst Erdington and Sutton Coldfield are residential districts. The rest of the union is agricultural.

3. I do not know of any special peculiarities obtaining in the administration of the Poor Law in the union, but I must say that it seems to be the desire of all parties here to make the lot of those committed to their care who have to go inside any of the institutions, as comfortable as possible—that is, those who cannot help themselves.

4. We have old married people's quarters for the aged, and cottage homes for the children. The latter, although in close proximity to the workhouse, could not be more pleasantly situated as regards healthy surroundings, etc.

5. For the infirmary we have a large staff of nurses, and two resident doctors.

6. On the question of outdoor relief I certainly prefer it before sending people into the house, not only because it is cheaper, but where it is possible to keep anyone out it is better than curtailing them of their liberty, which honest poor people feel very much.

7. The classes of applicants for relief are chiefly the aged and infirm, and widows with families. We have also single women with children, and the unemployables, such as people who are prematurely old, the imbeciles and epileptics.

8. The chief causes of pauperism, in my opinion, are low wages and irregular employment. There are thousands in this union who, if their supplies fail through any cause whatever, are within one week of the workhouse. Their

small wages do not allow them to provide anything against sickness and out of work, which are always imminent.

9. Of the persons seeking election as guardians, the retired tradesmen appear to be in the majority, with a sprinkling of clergymen, professional men, labour men, and women.

10. The union is sub-divided, for the administration of relief, into five districts, with a relieving officer to each. The guardians form five Relief Committees to deal with applications, and meet periodically in the respective districts for that purpose.

11. It has almost become a rule now in granting out-door relief to widows to allow only 1s. and a 4-lb. loaf of bread for each child per week, with nothing for the widow herself, which, in my opinion, is not enough. For old people who can get about their allowance ranges from 2s. to 2s. 6d. and a loaf per week.

12. If there are any relatives who are liable according to law to contribute towards maintenance, they are called upon to do so, and are in many cases impoverished by so doing.

13. The following are some suggestions for reform, based on my experience as a guardian :—

(a) The law should be so amended that guardians should be compelled to give an adequate amount of relief to deserving cases instead of, as at present, giving the smallest amount possible.

(b) Some relief other than the workhouse should be allowed to be given to people temporarily out of employment through no fault of their own.

(c) Some limit should be placed on a man's income before he is compelled to contribute towards the maintenance of parents chargeable.

(d) The greatest sympathy also ought to be extended towards that class of people between the ages of forty and sixty, who have become too old to work, in respect that no one will employ them, and who, being able-bodied, are too young to be entitled to any relief as the law now stands.

(e) I am also strongly in favour of old-age pension being granted to all over sixty years of age.

APPENDIX No. CLIV.

STATEMENT OF EVIDENCE BY MR. THOMAS SMITH, MEMBER OF BOARD OF GUARDIANS
FOR THE PARISH OF BIRMINGHAM.

PROVINCIAL URBAN CENTRES—MIDLANDS.

1. I have been a member of the board of guardians for the Parish of Birmingham for the past fifteen years, during which time I have served on the Outdoor Relief Committee, the workhouse management, and was chairman of same for four years. During my experience I must say that I cannot call to mind any case that required any alteration of the law.

2. Some of the guardians, I know, would advocate the giving of outdoor relief to the able-bodied in distress, but I have serious doubts as to the wisdom of such a step, as in my opinion the evil would far out-balance the good that may be accomplished.

3. Some six years ago we adopted classification at our workhouse, and there has been a marked improvement in the conduct and behaviour among the inmates, due, no doubt, to the strong desire to be thought worthy of being placed in the merit wards. In our out-relief department we have notices posted up informing all applicants for relief that they can see the Relief Committee, which, in my

opinion, is right, as the onus of giving or refusing them rests with the guardians and not the relieving officers.

4. Outdoor relief without doubt should be granted to widows with a family, and to aged people who are capable of looking after themselves in a proper manner. The workhouse should only be offered to those who are unfit to rear children and to old people too infirm to help themselves.

5. The class of persons that apply for relief in our parish are too varied to specify.

6. Pauperism is largely caused by old age, intemperance, want of thrift, free trade, and ebb and flow of the labour market.

7. The class of persons seeking election as guardians leaves nothing to be desired, as proved by the gentlemen elected at our last three bye-elections.

8. We have had no difficulty whatever in dealing with all cases that have come before us.

APPENDIX No. CLV.

STATEMENT OF EVIDENCE BY MR. SAMUEL FRANCIS MONTAGU STONE AS TO THE
GENERAL CHARITIES OF THE BOROUGH OF LEICESTER AND TRINITY HOSPITAL.

PROVINCIAL URBAN CENTRES—MIDLANDS.

1. *General Charities.*—I am Clerk to the Trustees of the General Charities of Leicester.

2. The maximum number of trustees is nineteen and the minimum thirteen. At the present time there are seventeen trustees.

Amongst the charities are the following:—

John Poultney's.
William Ives'.
William Morton's.
Widow Ossiter's.
The Earl of Devonshire's.
The Countess of Devonshire's.
Hugh Botham's.
Bennett and Ward's.
John Stanley's.
John Norris's.

3. The income of each of the above-mentioned charities is divided amongst the trustees, who distribute it in small sums amongst the poor of the different parishes of the town of Leicester.

4. *Anthony Acham's Charity.*—The income of this charity is distributed by the trustees amongst the poor of the town of Leicester in the form of tickets for bread.

5. *King Charles' Charity*, commonly called the "Wood and Coal Money." The income of this charity is distributed amongst freemen of the borough of Leicester and freemen's widows. Advertisements are issued inviting applications to participate in the income. The number of applicants is generally between 600 and 700. The money is distributed by the trustees a few days before Christmas. Last Christmas each applicant received the sum of 1s. 6d.

6. *Trinity Hospital.*—I am also clerk to the master, assistants, chaplain and poor of the Hospital of the Holy Trinity.

7. This hospital was incorporated by letters patent dated March 3rd, 12 James I., and full particulars concerning the hospital are set out in the Charity Commissioners' Report dated June 30th, 1837.

8. At the present time the number of poor receiving

the benefits of the hospital is 110, which is the maximum number fixed by the charter. The hospital has been recently rebuilt, and at the present time there are thirty-nine poor resident in the hospital, viz., fifteen men and twenty-four women. The remainder of the poor live in their own homes in various parts of the town.

9. The minimum age of entry is fixed by the charter at sixty, though I think that very few are appointed at that age; the age of the greater number on their appointment would be, I should say, about sixty-eight.

10. Each of the poor are paid the sum of 6s. per week; those poor who reside in the hospital receive coal, and those who reside outside the hospital receive an allowance in money for coal.

11. At the present time a scheme is under consideration for increasing the number of poor to 150, and in such scheme is contained a provision that no part of the income or endowments of the charity shall in any case be applied either directly or indirectly in aid of any rates for the relief of the poor and any of the poor of the hospital becoming chargeable to such rates, or becoming inmates of a workhouse shall cease to receive the benefits of the hospital.

12. The appointment to receive and partake of the benefits of the hospital as one of the poor therein is made by His Majesty under the hand of the Chancellor of the Duchy of Lancaster.

13. The mayor (who is the Master of the Hospital) and the chaplain in turn recommend to the Chancellor of the Duchy, on a vacancy occurring, some fit and proper person to fill the vacancy. This, however, is only an arrangement with the Duchy. Applications for appointment to receive and partake of the benefits of the hospital are made in writing to the mayor, and I am informed that it is his practice to keep a list of applicants and that at the termination of his period of office he hands this list to his successor. I believe there is a very considerable number of names on this list.

14. The charity is one which is much sought after, and I believe it does a great deal of good.

APPENDIX No. CLVI.

STATEMENT OF EVIDENCE BY MR. T. C. THOMPSON, J.P., MEMBER OF THE NORTHAMPTON BOARD OF GUARDIANS AND RURAL DISTRICT COUNCIL FOR SIXTEEN YEARS, AND CHAIRMAN OF THE RURAL DISTRICT COUNCIL SINCE 1895-96.

PROVINCIAL URBAN CENTRES—MIDLANDS.

1. In Northampton the chief industry is boot and shoe-making carried on in factories. The recent introduction of machinery for each process, and the men working on the team system with the minimum wage as per fixed scale for each employee, compels the employers to keep young, quick, and capable men only. Consequently middle-aged men, and even of forty or forty-five years of age, are often thrown out, and find it very difficult and often impossible to get another similar situation.

2. No further special peculiarities or experiments in Poor Law administration have been tried. In 1894 and 1895 the unemployed were relieved by the board and some of the applicants remained on the relief list long afterwards, owing to illness, incapacity, or inability to make the best of their resources, or to keep either a situation or money when they had it.

3. In 1901 and 1902 the board decided to remove the children from the workhouse, and carefully considered the question of building cottage homes very near to but outside the town, but the cost of the land and the building was much too costly, and was abandoned in favour of scattered homes. The board have purchased six houses in different parts of the town, where the children are now satisfactorily placed.

4. I am strongly in favour of outdoor relief for the respectable and deserving of all ages, and of indoor for the idle, the dissolute, and the vicious who, by their lawlessness and lack of self-control, bring and breed trouble to themselves and others.

5. The classes of persons applying for relief are chiefly the aged, infirm and incapable.

6. Pauperism is largely the result of drink, causing unhappiness in the home, and then misery and poverty. Example :—

Widow, four children. Eldest boy, thirty-one, now in the union infirmary, an imbecile. Daughter, weak, bad eyes for years, and been sent to the Ophthalmic Hospital and partly recovered and now in service. Son living at home, carter, but drinks. Son, aged ten, at school. Father, dead some years, was a notorious drinker, constantly before the magistrates and fined. Was an invalid the last seven or eight years, and he, or his wife and family, on outdoor relief list for sixteen or seventeen years.

7. I estimate this one case has cost from £250 to £300, and is, in my opinion, due to the drinking habits of the father, though to any one not knowing the history it would not be so classed. I believe this is typical of many.

8. Unskilled labour coming into the town from villages and inability to find constant employment, drifts into and swells the ranks of the unemployed.

9. In the country districts nearly all are tenant farmers, who attend the meetings of the rural district council on Wednesday, and cannot and do not attend the weekly Tuesday meetings of the guardians. Too much to expect. In large towns having country parishes the two offices should be divided.

10. In the county borough, of the twenty-three members four are retired gentlemen who attend regularly to their duties; thirteen are tradesmen in business, and only five or six attend at all regularly and the remainder

scarcely at all; and seven publicans, one of whom is chairman and attends well, and one who attends regularly and the remaining five more or less occasionally.

11. For the purposes of relief the union is divided into four relief districts; applications dealt with fortnightly by two committees, each taking two districts. Owing to the large number of cases and frequently small attendance of guardians, the differing views of the two committees, and often of the committees at different times, the cases are irregularly dealt with, and the recipients know it.

12. Applications refused by No. 1 committee after a short interval are again made before No. 2 committee and granted. Cases struck off by one re-instated by the other. Three years ago there were fourteen new members and this and no settled policy, except one of somewhat indiscriminate relief, led in 1904 to a large increase in amount expended, in addition to a huge loss on the labour yard in 1904-5 and 1905-6. With extended experience and increased vigilance on the part of some of the new and old members and increased vigilance and the continued closing of the labour yard, since July, 1906, the expenditure has been checked with beneficial results.

13. Details of relief expenditure :—

Year.	In-maintenance.	Expended on Out-relief.
	£	£
1901	4,308	13,682
1904	4,621	16,750
1905	5,599	19,008
1906	5,915	19,253
	<i>Labour Yard.</i>	
1904	—	97
1905	—	2,647
1906	—	3,244, now closed.

14. The following reforms in the law or practice were suggested by my experience :—

(a) Epileptics only should *not be sent* to lunatic asylums.

(b) Further control over the feeble-minded and incapable, women with illegitimate children, and habitual tramps.

(c) Persons *bona fide* in search of work should be differently dealt with on producing their credentials.

(d) Classification of inmates.

(e) The present laws and orders of the Local Government Board be reduced and simplified and made intelligible to ordinary minds.

(f) Pensions and payments to reservists be more frequently paid.

(g) More severe treatment to men in the prime of life, who so often squander their means (frequently their pensions) recklessly, and though having no one dependent upon them claim the shelter and hospitality of the workhouse, and often stay there a long time.

APPENDIX No. CLVII.

STATEMENT OF EVIDENCE BY MR. F. TILLYARD, BARRISTER, LECTURER IN COMMERCIAL LAW AT THE UNIVERSITY OF BIRMINGHAM, ORGANISING SECRETARY, CHARITY ORGANISATION SOCIETY, ETC., BIRMINGHAM.

PROVINCIAL URBAN CENTRES—MIDLANDS.

1. For many years I have been interested in social questions. Some eighteen years ago I started the work of a "Poor Man's Lawyer" at the Mansfield House University Settlement in Canning Town, East London, and am the author of the pamphlet on "Legal Difficulties of the Poor," issued by the National Union of Women Workers. I was the Organiser and first Honorary Secretary of the Neighbour Guilds Association in Sheffield—an association doing settlement work in two of the poorest districts in that city. For two years and a half I have been Organising Secretary to the Birmingham Charity Organisation Society, and during the winter of 1904-5 was one of the Secretaries of the Lord Mayor's Relief Fund here. An article by me on a comparison of that fund with two earlier Birmingham funds appeared in the *Economic Journal* for December, 1905.

THE SPECIAL LOCAL PROBLEM.

2. I should be glad to be allowed to preface my observations by some remarks on the special local problem. There is not in Birmingham the general spirit of independence, either in thought or action, which is so characteristic of towns in the North of England and some parts of the Midlands. For evidence of this I would point to:—

- (1) The comparative weakness of the co-operative movement.
- (2) The comparative smallness of the provident dispensaries.
- (3) The large number of children who have taken out badges for street trading.
- (4) The prevalence of the lodger in working-class homes.
- (5) The absence of the quality of "house-pride."
- (6) The small popular interest in local government.

Under some of these headings I can furnish direct evidence; others are more of the nature of impressions:—

- (1) There is only one Co-operative Distributive Society in Birmingham:—

—	Member-ship.	Share Capital.	Sale of Goods per Annum.
Birmingham -	9,000	£ s. d. 6 0 0 per member.	£ s. d. 16 0 0 per member.
Sheffield -	25,000 (in two Societies)	{ 7 0 0 9 10 0	{ 22 0 0 30 0 0
Barnsley -	-	22 0 0	40 0 0

The Birmingham Society seems to be soundly conducted.

- (2) There are three provident dispensaries in Birmingham, all under the Sands Cox Trust, but administered by separate and independent committees:—

Locality.	Fees for Adults.	Membership.	
		Adults.	Children.
Balsall Heath -	5d. per month	1,300	270
Hockley -	ditto	2,000	
Nechells -	4d. per month	1,100	

N.B.—These figures include children.

The total for Birmingham is under 5,000. In Leicester and district there are some 20,000 members.

(3) Street trading:—

Town.	Total Licenses.	Girls.	Children under 14.
Birmingham (granted during year) -	1,271	89	1,196
Birmingham (at end of year) -	2,390	212	1,787
Liverpool (granted during year) -	354	53	290
Liverpool (at end of year) -	663	110	424

[The figures for Birmingham are now shewing considerable decreases.]

- (4) Lodgers. The custom of sharing houses (except in the case of relations) is not prevalent in Birmingham, but the letting off of a room, or the taking in of a lodger, who has the use of the kitchen, is quite common.

- (5) House pride. This is an impression which I have confirmed from the experience of others who have lived in Yorkshire.

- (6) Absence of interest in local government. I would refer to the votes at election times and the meagreness of the reports of council and guardians meetings in the Press. Fortunately Birmingham has been served for many years by a considerable number of its eminent citizens.

3. It is not easy to say how far this lack of independence is natural to the local type of character, and how far it is the result of demoralisation produced by circumstances. The practical point for the administrator of relief, either public or private, is that the less intelligent part of the population in Birmingham is particularly liable to demoralisation in this direction. I am glad to think that a considerable and very important section of the working classes in this city have lifted themselves above the need for help, and therefore out of the range of this possible harm. In my article in the *Economic Journal* I advanced the conclusion that the skilled artisans and respectable workmen generally are more provident, either through an extension of the mutual insurance against being out of work afforded by trade societies, or through increased private savings, than was the case twenty years ago; while on the other hand many unskilled labourers, and the less respectable workmen, whether skilled or unskilled, are less provident and less independent than they were twenty years ago.

4. There is in Birmingham one really noteworthy example of self-help on a large scale by the working classes—the convalescent homes established and maintained out of the Hospital Saturday Fund. At all the larger works in the district a deduction of 1d. per week (½d. for women) is made from wages for this fund. This realises about £16,000 net per annum, about £6,000 of which goes to support convalescent homes for men and women near Llandudno, and a convalescent home for children near Birmingham. The balance goes to the local hospitals. A certain number of consumptive and rheumatic cases are sent to other places for special treatment, and surgical instruments are also supplied at cost price, and in some cases below cost price. The deduction, though quasi compulsory, could not be made over any length of time without the favour of a large majority of the workpeople. The

APPENDIX No. CLVII.—*Continued.*

casual labourer, the man who does not keep his place for any length of time, and the man in small workshops, etc. are necessarily outside the scheme. This tends to emphasise the gulf between the better class and the lower class workman, to which attention has already been drawn.

CHARITIES AND VOLUNTARY EFFORT.

5. Appended to this statement is a printed list of the charities and charitable institutions and societies of Birmingham and district, compiled by me for the Charity Organisation Society in April, 1905. The most important of these are the medical charities.

6. *Out-Patients.*—The system of registration fees is in force at the Queen's, Children's and Women's Hospitals.

The ticket system is in force at the General, Eye, Ear and Throat, Orthopaedic and Dental Hospitals, and at the General Dispensary. The tickets most eagerly sought after are the dispensary notes, for at the dispensaries grants of milk and cod liver oil are made in suitable cases, and patients, when seriously ill, are visited in their own homes. A great many complaints are made that the people who most deserve free treatment find it hardest to get tickets. In some of the works a deduction of 2d. per week from wages is often made (1d. for Hospital Saturday Fund, and 1d. for hospitals), and the hospital contribution is distributed and the notes received in return are available for the work-people of the firm. Many Mothers' Meetings subscribe for dispensary tickets, and sell them to members at 2s. each. As a guinea subscription only confers eight tickets, 5s. out of every guinea so spent has to be provided as charity. People who cannot get tickets from the works, or a meeting, beg for them. There is a great deal of this begging.

7. *In-patients.*—Tickets for in-patient treatment are very hard to get. The general hospital admits many urgent cases without ticket. Complaints of the injustice of the ticket system are often met with.

8. The general effect of the medical charities is to discourage self-help as to medical provision. The provident dispensaries find it difficult to compete with this free provision of medical attendance, and some friendly societies and many sick clubs do not provide a club doctor.

9. *Convalescent Homes.*—Through the Hospital Saturday Fund there is a good provision of convalescent homes on sound lines. The patients have to find their own fare (10s.), and charitable convalescent work is practically limited to those for whom the Hospital Saturday Fund homes are not available, and those who need some help with the provision of the fare. There is no sanatorium for consumptives either for Birmingham or Warwickshire.

[The Birmingham Corporation has now acquired an estate which is being adapted for sanatorium purposes.]

10. *Almshouses.*—There are a considerable number of places for old people, mostly women, but in almost every case an income of 3s. or more has to be provided by the inmate or her friends. Admission is by selection, and not by vote.

11. *Charity Schools and Orphanages.*—From the age of nine years and upwards the supply of places is just about equal to the demand. It is usual for the children to go home in the holidays, the home feeling is generally maintained, and the training excellent. For the problem of the younger children see the remarks below on Poor Law methods.

12. *Children's Special Charities.*—There is in Birmingham a large and excellently organised Crippled Children's Union. The Children's Country Holiday Society does good work, uses discrimination, and enforces part payment from parents.

13. The Police-aided Association for Clothing Destitute Children clothes some 1,600 children each year.

14. *Charity and out-relief.*—There is a great difference in Birmingham in the feeding of the poor as to out-relief, and as to going into the workhouse and even into the infirmary. Nearly every one shrinks from "the House" even when a loss of self-respect does not seem to be a necessary consequence. Thus it is almost impossible to persuade a married woman, whose husband is out of work, to go into the infirmary for her confinement, for this reason—that babies born in the infirmary are under a stigma.

15. Out-relief is on a different footing. It is strictly administered in Birmingham, and is not run after, but in cases of sickness and old age it is accepted without compunction. The recipients of well-dispensed private charity are undoubtedly more grateful, are more sensitive about receiving help longer than may be really necessary, and in some cases are eager to replace the help given. But many of the recipients of private charity and out-relief are not capable of drawing distinctions so long as they get what they want.

16. The criticisms of Poor Law methods in the Birmingham Union which I should like to offer are:—

(a) The absence of classification in out-relief.

(b) The inadequacy of the scale of out-relief, especially in the case of children; and

(c) The officialism and inelasticity of the system.

(a) The amount of out-relief varies from case to case, but is apparently based on no particular principle, and depends to some extent on the mood of the Committee at each sitting. If each applicant was classified first, and then relief given according to the class in which he was placed, this objection would be obviated. In Sheffield a classification in four classes has been in force for some years.

(b) The scale for the aged and infirm varies from 2s. to 3s. 6d. for one old person, and from 3s. 6d. to 6s. 6d. for an aged couple. The usual payment for a child is 1s. and a loaf. In Sheffield the maximum in each class for old people is 5s., 4s., 3s., and 2s. 6d., and the children's allowance is 2s. The Birmingham guardians do not pretend that they are paying the whole cost of maintenance. In cases of sickness the Birmingham working rule is to consider that 10s. is a maximum for a family, as very few working people assure a sickness payment in excess of that sum. Inadequacy is not a necessary concomitant of a strict administration of out-relief. One effect in Birmingham is that widows with children who have actually been in the House are better off than those who have had out-relief without going in, though the latter are the superior cases. If the mother is in the House, the children are sent to excellent cottage homes at Marston Green. When the mother discharges herself she can leave the children there, and remove them one by one as and when she can provide for them at home. Meanwhile the guardians wholly support the children left at Marston Green. But the guardians will not as a rule take children to the homes where the mother is on out-relief, and only give the mother an allowance sufficient for their partial support. There are three alternatives—either the mother is driven into the House, or the children are insufficiently nourished at home, or private charity intervenes and sends some of the children to orphanages.

(c) The officialism and inelasticity of the present system are for the most part independent of locality. A large part of the city is in Aston Union, and a small part in King's Norton Union. The three unions are co-operating in starting an epileptic colony, at the instance, I believe, of the King's Norton Union.

17. There is no effective co-operation between the guardians and private charity, though the Charity Organisation Society sends weekly lists of cases to the boards of guardians, and these are returned with short notes as to the persons known to the relieving officers. There is an impression that persons sent to the relieving officers with notes of introduction either from the officials of societies or from individuals meet with an especially discouraging reception on the ground that such applicants are being encouraged to become paupers. I gather from a recent conversation with a chief official that this is not intentional. It should be possible for private charity to furnish visitors and even almoners for persons on permanent out-relief. In the case of widows some experiment on these lines was started in Liverpool a few years back. Anything that could be done for the family over and beyond the mere payment of the allowance would then be organised by the visitor and private charity.

18. At the present moment private charity in Birmingham has neither the resources nor the experienced workers necessary for taking over out-relief. Very few people care

APPENDIX No. CLVII.—*Continued.*

to think out the ultimate effect of what is done in the name of charity. Some people are actively hostile to adequate discrimination, while others accept the principle but take no effective measures to secure its adoption in practice. The pressing problem in Birmingham is to utilise existing private charities and charity with discrimination. If this were done there would be a smaller number of persons who would have to apply for out-relief. But private charity must be so organised as to absorb gradually the present cases of out-relief; it would be dangerous to thrust out-relief cases upon it *en bloc*.

FRIENDLY CO-OPERATIVE AND OTHER SELF-HELP SOCIETIES.

19. I regret that pressure of other work makes it impossible for me to give any but very scant particulars as to the operations of friendly, co-operative and other self-help societies.

20. Some account of the local co-operative movement, and the provident dispensaries and the Hospital Saturday Fund has already been given. The chief friendly societies working in Birmingham are mentioned in the "Look Ahead" paper prepared by me two years ago, a copy of which is enclosed. Of these the chief local society is the Birmingham Provident Institution, with a membership of about 2,800. The Union Provident Sick Society has some 1,200 members. The Cannon Street Society a few years ago had over 5,000 members, but has a heavy deficiency. There are a very large number of dividing and sharing-out societies in Birmingham, some of which are registered, and some unregistered. They are for the most part organised by publichouses, in works (on a voluntary basis), and by most of the religious bodies.

21. *Friendly Societies and their Competitors.*—The benefits of a friendly society are practically four in number, all of which are independent of each other: (1) sick pay; (2) funeral allowance; (3) medical attendance and (4) old age pay. Sick pay is of the very essence of its objects. The insurance companies provide funeral allowance, and the hospitals provide medical attendance, in competition with friendly societies and without serious harm to them. The provision of old age pay from some other source would not necessarily cripple them.

22. Two points want to be borne in mind: (1) that the sick pay is the real attractive force, and (2) that many

working people are not members of friendly societies from sheer inability to pay the contributions. A man with a young family, who is only earning 18s. a week, has no margin for sick pay contributions. The man who can and does afford to belong to a good friendly society is in one class and in practice independent of charity, the man who cannot or will not afford to belong to a good friendly society is in another class, and is only too prone, when any misfortune occurs, to look to charity. To some extent the "quarter sick pay for rest of life" given by many societies is a pension, and it would no doubt be possible to provide pensions on a more direct basis, but I do not think their provision would be an attractive force, and the higher contributions would tend to make the friendly society man even more of a special class than he is to-day.

23. Free medical State relief, voluntary hospitals, and a State system of old age pensions only touch the "extras" of friendly society work, and, so far as they would tend to confine the operations of Friendly Societies to sick pay and funeral allowance, would lower the rate of contributions, and possibly extend their membership. Freely-given Poor Law out-relief in cases of sickness would be a serious rivalry to sick pay, and would undoubtedly do much injury to friendly societies. I do not mean to imply that because a measure might not seriously injure the friendly societies there is therefore no harm in it.

24. The ticket system enables friendly societies to get a return for their subscriptions to hospitals, but a much more effective co-operation could be carried out if the ticket system were abolished.

25. *Outdoor Relief and Friendly Societies Act.*—I have only come across two cases where persons were in receipt of both friendly society "quarter pay" and parish relief. In both cases (in different unions) the amount allowed was 2s. 6d. a week, which is nearer the minimum than the maximum payment. We may take it, therefore, that the guardians did not pay strict attention to the directions of the Act. If my contention as to the position of the friendly society man is correct, the effect of the Act must be necessarily very small.

26. I have no means of judging whether friendly and thrift societies are progressing now as rapidly as they did ten years ago. My impression is that poverty is decreasing in extent, but getting worse in quality.

APPENDIX No. CLVIII.

STATEMENT OF EVIDENCE BY MR. THOMAS W. TROUGHT, B.A., MEMBER OF THE BIRMINGHAM CITY COUNCIL DISTRESS COMMITTEE, AND AN HON. SECRETARY OF THE CITY OF BIRMINGHAM AID SOCIETY, HEAD MASTER CAMDEN STREET COUNCIL SCHOOL, BIRMINGHAM.

PROVINCIAL URBAN CENTRES—MIDLANDS.

1. Qualifications:—

(a) Honorary Secretary, and subsequently Chairman, of the West Birmingham Relief Fund. During the time I held office I was invited to help in drafting the rules of:—

- A. The North Birmingham Relief Fund.
- B. The Edgbaston Divisional Relief Society.
- C. St. Martin's Ward Mutual Aid Society.
- D. The Smethwick Aid Society.

(b) Member of the Birmingham City Council Distress Committee (Unemployed Workmen Act, 1905), and a member of the Applications Subcommittee.

(c) An Honorary Secretary of the City of Birmingham Aid Society.

(d) Formerly Honorary Treasurer of the Children's Charities, and a member of the committees of several philanthropic societies.

(e) Author of the pamphlet "The City of Birmingham Aid Society. A Retrospect." (Proof* herewith partly corrected.)

2. I have had the privilege of seeing Sir Hallelwell Rogers' statement under the heading "Charities and Voluntary Effort," and after most earnest consideration I concur in the views he has expressed. Since then it has occurred to me that the extension of municipal

* Not printed.

APPENDIX No. CLVIII.—*Continued.*

hospital accommodation is advisable, particularly in the direction of improved facilities for dealing with consumption.

3. It is a general experience on the part of charitable societies that the recipients are in neither sick nor benefit societies. This seems to indicate that the people who are most in need of old-age pensions would be omitted from the benefit of such pensions if the pensions were provided through friendly societies. Those workers whose trades or callings are not organised on trades-union lines present a serious obstacle to the provision of old-age pensions through friendly societies.

4. Furthermore, there is much overlapping amongst friendly societies, *e.g.*, you find men who are members of their trade sick and benefit society, and in addition they are members of a general society like the Hearts of Oak, etc.

5. The Right Hon. Sir Charles Booth's recent book, "The Aged Poor: A Proposal," seems to offer the most hopeful promise of solution so far as my experience and studies lead me to believe.

The Unemployed Workmen Act, 1905.

6. Mr. Crosskey, who is a colleague on the Distress Committee, and co-hon.-secretary of the City of Birmingham Aid Society, and I have jointly drawn up some notes on this question which he has forwarded to you.

7. I should like to supplement the statement as follows :

(a) The financial arrangements under this Act require revision, by removing the restrictions which prevent the contribution from the rates being used to provide work or to contribute towards the provision of work for the unemployed.

(b) The Act should be made compulsory, and all the labour bureaux linked.

(c) It is regrettable that employers make so little use of the labour bureaux for obtaining employees.

(d) It is a serious state of affairs to find that so high a percentage of the people who register under the Act belongs to the "unskilled" class.

(e) The Distress Committees have the power to appoint people to act on their behalf as agents. This is a useful provision, having regard to the desirability of co-operation with other societies, and one which might with advantage be extended to the Poor Law Administration.

(f) No single "remedy" or "palliative" for unemployment is sufficient. Most of those generally advocated are useful to meet individual phases of the question, *e.g.*, Farm colonies may be useful educationally as an avenue back to the land in selected cases, or even as a corrective; but alone such colonies cannot do away with unemployment. It is by the cumulative effect of these remedies and palliatives that the *partial* removal of unemployment may be effected.

APPENDIX No. CLIX.

STATEMENT OF EVIDENCE BY DR. JOSEPH ENSOR TROUT, GUARDIAN, CHAIRMAN OF WORKHOUSE MANAGEMENT COMMITTEE, CHAIRMAN OF CENTRAL OUTDOOR RELIEF AND DISPENSARY COMMITTEE, BIRMINGHAM.

PROVINCIAL URBAN CENTRES—MIDLANDS.

1. I am a general practitioner in one of the poorest districts of the city of Birmingham, and so come in contact with people of all classes. I have been a guardian for ten years, and have held the position of chairman of the Workhouse Management Committee; chairman of the Central Out-Door Relief and Dispensary Committee, and have had to refuse the chairmanship nearly every year of my own relief committee.

2. I am not aware of any provision being made by the sanitary authority for assisting the poor with medicine. I do know they have a staff of Health Visitors, both male and female, who go round to the smaller class of house and try to educate the people in keeping their homes clean, and also to look after their children. The sanitary authority constitutes the Health Committee, and is appointed by the Town Council.

3. This committee, with the sanction, of course, of the Town Council, supply a number of fever hospitals for infectious cases.

4. Coming to the treatment of the poor under the Poor Laws, I may say that the Birmingham guardians have a very large infirmary capable of accommodating from 1,100 to 1,200 patients. They have four visiting medical officers, and four resident medical officers, and a large staff of nurses. At the workhouse, where the aged, bed-ridden, able-bodied and specific cases are located, they have a resident doctor to look after these cases.

5. Dealing with the outdoor poor the guardians have two medical men who give their whole time to the work.

Medicine is supplied direct to the poor from the parish offices, there being a properly qualified dispenser to see to this portion of the duties.

6. With reference to the hospitals there is no doubt that the out-patient departments of the same are greatly abused, and especially the Birmingham General Dispensary. A person attending a Bible Class or P.S.A., on payment of 3d. or 1d. per month can obtain a subscriber's ticket entitling him to six weeks' continuous medical advice, attendance, and medicine, and also extras in the shape of food, notwithstanding that the person may be in full work, and the recipient of a wage up to £6 per week.

7. With regard to the question of handing over to one authority the whole work and duty of medical assistance to the poor, I am afraid that such an arrangement would not work satisfactorily.

8. I am of opinion that the health of the community has not in the least suffered owing to insufficiency in the amount or quality of the medical assistance at present available.

9. Dealing with "Medical Clubs" I would like to state that it is my private opinion that the clubs are a failure, both for the patients and for the medical men. The public should be educated to join societies such as the Foresters, our great friendly societies, instead of the "slate clubs" held at public houses, which are liable to be dissolved at any moment.

ROYAL COMMISSION ON THE POOR LAWS AND RELIEF OF DISTRESS.

LIST OF APPENDIX VOLUMES TO THE REPORTS OF THE POOR LAW COMMISSION FOR ENGLAND AND WALES, SCOTLAND, AND IRELAND.

APPENDIX VOL. I.—ENGLISH OFFICIAL EVIDENCE.

Minutes of Evidence mainly of the Officers of the Local Government Board for England and Wales. 1st to 34th Days: 8th January to 22nd May, 1906: Questions 1 to 14,880.

APPENDIX VOL. I. A.—ENGLISH OFFICIAL EVIDENCE.

Appendices to the Minutes of Evidence included in Vol. I., being mainly the evidence of the Officers of the Local Government Board for England and Wales.

APPENDIX VOL. I. B.—INDEX.

Index to Appendix Vols. I. and I. A.

APPENDIX VOL. II.—LONDON EVIDENCE.

Minutes of Evidence (with Appendices) mainly of London witnesses. 35th to 48th Days: 28th May to 23rd July, 1906: Questions 14,881 to 24,739.

APPENDIX VOL. II. A.—INDEX.

Index to Appendix Vol. II.

APPENDIX VOL. III.—ASSOCIATIONS AND CRITICS.

Minutes of Evidence (with Appendices) mainly of critics of the Poor Law and of witnesses representing Poor Law and Charitable Associations. 49th to 71st Days: 1st October to 17th December, 1906: Questions 24,740 to 35,450.

APPENDIX VOL. III. A.—INDEX.

Index to Appendix Vol. III.

APPENDIX VOL. IV.—URBAN CENTRES.—LIVERPOOL, MANCHESTER, WEST YORKS, AND MIDLANDS.

Minutes of Evidence (with Appendices) containing the oral and written evidence of the British Medical Association and of witnesses from the following provincial urban centres—Liverpool and Manchester districts, West Yorkshire, Midland Towns. 72nd to 89th Days: 14th January to 26th March, 1907: Questions 35,451 to 48,347.

APPENDIX VOL. IV. A.—INDEX.

Index to Appendix Vol. IV.

APPENDIX VOL. V.—URBAN CENTRES.—SOUTH WALES AND NORTH EASTERN COUNTIES.

Minutes of Evidence (with Appendices) containing the oral and written evidence of witnesses from urban centres in the following districts:—South Wales and North Eastern Counties, 90th to 94th Days: 15th April to 30th April, 1907: Questions 48,348 to 53,067.

APPENDIX VOL. V. A.—INDEX.

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APPENDIX VOL. VI.—SCOTLAND.

Minutes of Evidence (with Appendices) relating to Scotland. 95th to 110th Days, and 139th and 149th Days: 6th May to 21st June, 1907, and 13th January and 2nd March, 1908: Questions 53,068 to 67,565; 88,667 to 89,046; 94,629 to 95,323.

APPENDIX VOL. VI. A.—INDEX.

Index to Appendix Vol. VI.

APPENDIX VOL. VII.—RURAL CENTRES.—FRIENDLY SOCIETIES, ETC.

Minutes of Evidence (with Appendices) containing the oral and written evidence of witnesses from various rural centres in the South Western, Western, and Eastern Counties, from the Parish of Poplar Borough and from the National Conference of Friendly Societies. 111th to 122nd Days: 9th July to 7th October, 1907: Questions 67,566 to 77,734.

APPENDIX VOL. VII. A.—INDEX.

Index to Appendix Vol. VII.

APPENDIX VOL. VIII.—UNEMPLOYMENT.

Minutes of Evidence (with Appendices) containing the oral and written evidence of witnesses relating chiefly to the subject of "Unemployment." 123rd to 138th Days: 14th October to 10th December, 1907: Questions 77,735 to 88,666.

APPENDIX VOL. VIII. A.—INDEX.

Index to Appendix Vol. VIII.

APPENDIX VOL. IX.—UNEMPLOYMENT.

Minutes of Evidence (with Appendices) containing the oral and written evidence of further witnesses relating to the subject of Unemployment, etc. 140th to 148th Days: 150th to 156th Days, and 158th Day: 14th January, 1908, to 11th May, 1908. Questions 89,048 to 94,628; 95,324 to 99,350; 100,020 to 100,590.

APPENDIX VOL. IX. A.—INDEX.

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APPENDIX VOL. X.—IRELAND.

Minutes of Evidence (with Appendices) relating to Ireland. 157th and 159th Days: 25th April and 12th May, 1908: Questions 99,351 to 100,019; 100,591 to 100,928.

APPENDIX VOL. X. A.—INDEX.

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APPENDIX VOL. XI.—MISCELLANEOUS.

Miscellaneous Papers. Communications from Boards of Guardians and Others, etc., etc.

APPENDIX VOL. XII.—COMMISSIONERS' MEMORANDA.

Reports, Memoranda, and Tables prepared by certain of the Commissioners.

APPENDIX VOL. XIII.—DIOCESAN REPORTS.

Diocesan Reports on the Methods of administering Charitable Assistance and the extent and intensity of Poverty in England and Wales.

APPENDIX VOL. XIV.—INVESTIGATORS' REPORTS.—MEDICAL RELIEF.

Report on the Methods and Results of the present system of administering Indoor and Outdoor Poor Law Medical Relief in certain Unions in England and Wales, by Dr. McVail.

APPENDIX VOL. XV.—INVESTIGATORS' REPORTS.—CHARITY.

Report on the Administrative Relation of Charity and the Poor Law, and the extent and the actual and potential utility of Endowed and Voluntary Charities in England and Scotland, by Mr. A. C. Kay and Mr. H. V. Toynbee.

APPENDIX VOL. XVI.—INVESTIGATORS' REPORTS.—INDUSTRIAL AND SANITARY CONDITIONS.

Reports on the Relation of Industrial and Sanitary Conditions to Pauperism, by Mr. Steel Maitland and Miss R. E. Squire.

APPENDIX VOL. XVII.—INVESTIGATORS' REPORTS.—OUT-RELIEF AND WAGES.

Reports on the effect of Outdoor Relief on Wages, and the Conditions of Employment, by Mr. Thomas Jones and Miss Williams.

APPENDIX VOL. XVIII.—INVESTIGATORS' REPORTS.—CHILDREN : ENGLAND AND WALES.

Report on the condition of the Children who are in receipt of the various forms of Poor Law Relief in certain Unions in London and in the Provinces, by Dr. Ethel Williams and Miss Longman and Miss Phillips.

APPENDIX VOL. XIX.—INVESTIGATORS' REPORTS.—UNEMPLOYMENT : ENGLAND AND WALES.

Report on the Effects of Employment or Assistance given to the Unemployed since 1886 as a means of relieving Distress outside the Poor Law in London, and generally throughout England and Wales, by Mr. Cyril Jackson and the Rev. J. C. Pringle.

APPENDIX VOL. XIX. A.—INVESTIGATORS' REPORTS.—UNEMPLOYMENT : SCOTLAND.

Report on the Effects of Employment or Assistance given to the Unemployed since 1886 as a means of relieving Distress outside the Poor Law in Scotland, by the Rev. J. C. Pringle.

APPENDIX VOL. XIX. B.—INVESTIGATORS' REPORTS.—UNEMPLOYMENT : IRELAND.

Report on the Effects of Employment or Assistance given to the Unemployed since 1886 as a means of relieving Distress outside the Poor Law in Ireland, by Mr. Cyril Jackson.

APPENDIX VOL. XX.—INVESTIGATORS' REPORTS.—BOY LABOUR.

Report on Boy Labour in London and certain other Typical Towns, by Mr. Cyril Jackson, with a Memorandum from the General Post Office on the Conditions of Employment of Telegraph Messengers.

APPENDIX VOL. XXI.—INVESTIGATORS' REPORTS.—REFUSAL OF OUT-RELIEF.

Reports on the Effect of the Refusal of Out-relief on the Applicants for such Relief, by Miss G. Harlock.

APPENDIX VOL. XXII.—INVESTIGATORS' REPORTS.—OVERLAPPING OF MEDICAL RELIEF IN LONDON.

Report on the Overlapping of the Work of the Voluntary General Hospitals with that of Poor Law Medical Relief in certain districts of London, by Miss N. B. Roberts.

APPENDIX VOL. XXIII.—INVESTIGATORS' REPORTS.—CHILDREN : SCOTLAND.

Report on the Condition of the Children who are in receipt of the various forms of Poor Law Relief in certain parishes in Scotland, by Dr. C. T. Parsons and Miss Longman and Miss Phillips.

APPENDIX VOL. XXIV.—INVESTIGATORS' REPORTS.—ABLE-BODIED AND "ORDINARY" PAUPERS IN ENGLAND AND SCOTLAND.

Report on a Comparison of the Physical Condition of "Ordinary" Paupers in certain Scottish Poorhouses with that of the Able-bodied Paupers in certain English Workhouses and Labour Yards, by Dr. C. T. Parsons.

APPENDIX VOL. XXV.—STATISTICAL.

Statistical Memoranda and Tables relating to England and Wales, prepared by the Staff of the Commission and by Government Departments, and Others, and Actuarial Reports.

APPENDIX VOL. XXVI.—CHARITIES.

Documents relating more especially to the Administration of Charities.

APPENDIX VOL. XXVII.—REPLIES OF DISTRESS COMMITTEES.

Replies by Distress Committees in England and Wales to Questions circulated on the subject of the Unemployed Workmen Act, 1905.

APPENDIX VOL. XXVIII.—VISITS.

Reports of Visits to Poor Law and Charitable Institutions and to Meetings of Local Authorities in the United Kingdom.

APPENDIX VOL. XXIX.—REPORT BY GENERAL ASSEMBLY OF CHURCH OF SCOTLAND.

Report on the Methods of Administering Charitable Assistance and the extent and intensity of Poverty in Scotland, prepared by the Committee on Church Interests appointed by the General Assembly of the Church of Scotland.

APPENDIX VOL. XXX.—SCOTLAND.

Documents relating specially to Scotland.

APPENDIX VOL. XXXI.—IRELAND.

Statistical Memoranda and Tables relating to Ireland, etc.

APPENDIX VOL. XXXII.—FOREIGN LABOUR COLONIES COMMITTEE.

Report on Visits paid by the Foreign Labour Colonies Committee of the Commission to certain Institutions in Holland, Belgium, Germany, and Switzerland.

APPENDIX VOL. XXXIII.—FOREIGN POOR RELIEF SYSTEMS.

Foreign and Colonial Systems of Poor Relief, with a Memorandum on the Relief of Famines in India.

APPENDIX VOL. XXXIV.—LIST OF WITNESSES.

Alphabetical Lists of Oral and Non-oral Witnesses.





